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ABSTRACT

This report of a program to increase cooperation, coordination, and collaboration between Comprehensive Employment and Training Act (CETA) youth programs and local educational agency (LEA) systems provides information on the laws and regulations supporting cooperative efforts. It also reports findings of a survey of educators and CETA Youth Employment and Training Program (YETP) and LEA staff. Chapter 1 outlines program objectives and activities. Chapter 2 summarizes federal legislation supporting mandated linkages, overviews some efforts, and reviews research on vocational education and manpower training program effectiveness. In chapter 3 are presented results of a survey of LEA and CETA personnel regarding adequacy of linkage efforts and obstacles to improving these efforts. Data indicates major discrepancies between the perceptions regarding the types and degree of cooperative effort. Program uncertainty and inconsistencies are reported as the greatest obstacles to effective linkages. Chapter 4 contains conference proceedings. The eight presentations focus on impact of Reagan budget proposals on the implications of economic development in Connecticut for vocational education, employment training programs, and private sector initiatives and three successful linkage programs. Chapter 5 makes recommendations for linkage action. Appendixes contain the survey instrument and data. (YLB)

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Encouraging Linkages Between CETA Youth Programs and Vocational Education in the State of Connecticut

FINAL REPORT

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Chapter I

Introduction

This final report is the end product of a contract between the Connecticut State Department of Education and The University of Connecticut. The program proposed by the University was titled, "Encouraging Linkages Between CETA Youth Programs and Vocational Education in the State of Connecticut". Three major objectives were outlined for the program. These objectives were to be accomplished through five specific activities. The objectives were:

1. To increase communication, coordination, and collaboration between the CETA and Local Educational Agency (LEA) systems within Connecticut for the purpose of reducing youth unemployment through improved education and vocational skill development;

2. Establish cooperative efforts with Youth Employment and Demonstration Projects Act (YEDPA) between schools and Prime Sponsors; and

3. Identify those factors that foster the development of innovative mechanisms for Vocational Education-CETA linkages.

Pursuant to these objectives five activities were initiated:

1. An education/CETA Task Force, comprised of representatives from CETA Prime Sponsors, Youth Employment and Training Programs (YETP), Local Education Agencies (LEA), and several State agencies, was formed to provide advice and guidance to the project;

2. Six regional workshops were held to describe the project to interested LEA and CETA staff and to discuss obstacles to successful linkage efforts with them;

3. The laws and regulations supporting LEA/CETA linkage efforts were reviewed and summarized, along with several exemplary linkage programs, in a publication entitled "LEA/CETA Partnerships: The Historical Context";

4. A survey was conducted of educators and CETA/Youth Employment and Training (YETP) staff regarding the adequacy of current linkage efforts and the importance to them of various potential obstacles; and

5. A one-day statewide conference was held for CETA/YETP and LEA staff to discuss vocational education and manpower initiatives, to describe the findings of the LEA/CETA survey, and to discuss ways of incorporating survey findings into existing programs.

After the State Department of Education developed the Request for Proposal outlining the program in 1979 and subsequent to the actual initiation of this program, the nature of federal support and program emphasis changed dramatically. It appears that the level of federal funding for local vocational education programs will decrease dramatically, perhaps by as much as 25%. Funding for Title IV CETA youth programs may be cut out entirely, with only modest increases in Title II-B-C (which includes some youth program activities).

Current CETA legislation mandates cooperative efforts between CETA Prime Sponsors, LEA's and other CBO's, and provides for a percentage of the funds received by each Prime Sponsor to be set aside to encourage linkage efforts. The current legislation expires in 1982, and it is unclear whether the present administration will propose new employment training legislation or whether such legislation would specifically require linkages activities.

The changes in federal policy which occurred between January and June of 1981 have had a significant impact on the operation of this project. We could not blindly pursue goals and objectives (i.e., linkage activities between CETA and LEA's) which appeared to have less and less relevance to reality. Since CETA may cease to exist in the near future, the goal of encouraging LEA/CETA linkages seems less appropriate now. However, one fact remains clear. There is a signi-

ficant population of unskilled and poorly educated youth that requires services which may be in very short supply if the CETA program is terminated. Public schools may be the only agency with the potential to coordinate services to address the needs of this group. The public schools have had problems serving a disadvantaged clientele in the past. It seems apparent that in order to more effectively serve this clientele in the present and future, public schools will have to make more creative use of resources and modify and adapt existing programs to address the specific needs of disadvantaged youngsters and adults.

During the course of this program, we have attempted to adapt our efforts to the reality of changing federal programs, reduced budgets and their implications for public school programs, employment training efforts, and the disadvantaged clientele which must be served. The statewide conference which was conducted as a part of this contract put less emphasis on specific LEA/CETA linkage activities and greater emphasis on linkages between schools, community based organizations, private sector employers and other governmental agencies. This final report, while detailing specific LEA/CETA linkage data and activities which were generated by the project, also presents a broader perspective of meeting educational/employment training needs of the disadvantaged. The interpretation of the linkages survey data and our recommendations are both done with this broader perspective in mind.

This report is organized into five major sections or chapters. Chapter I is the Introduction and Overview. Chapter II is the Historical Context of LEA/CETA Linkage Activities. Chapter III presents the Results of the LEA/CETA Linkages Survey, and Chapter IV is the Proceedings of the Statewide Conference. Chapter V presents the Conclusions and Recommendations.

Chapter II

LEA/CETA Partnerships: The Historical Context

This chapter presents a brief summary of Federal legislation supporting mandated LEA/CETA linkage efforts, a brief overview of some of these efforts, and a capsule review of research on the effectiveness of Vocational Education and Manpower Training programs.

Federal Legislation Regarding Vocational Education and Employment Training Programs

The history of federal vocational education and employment training initiatives can be divided into two periods. During the first, which extends from 1917 to the early 1960's, the public schools were the primary agent for vocational education, and thus for manpower development. More than ten pieces of federal legislation passed between 1917 and 1962 support this conclusion. In the early 1960's, Congress began to question this arrangement and to write legislation diminishing the role of the schools in manpower development. This is particularly evident in the Manpower Development and Training Act of 1962 which was grounded in the assumption that the public schools had failed to meet the educational and vocational needs of students, especially the poor and unemployed. Although subsequent legislation may seem to reaffirm Congressional faith in public vocational education, it is clear that after 1962 public agencies other than the schools were more actively involved in meeting training and employment needs. Thus, the second period had begun, and the role of the public

schools as purveyors of vocational education and employment training had dramatically changed.

Federal Vocational Education Legislation to 1963

Although legislation affecting vocational education pre-dates the 1900's, most authorities cite the Smith-Hughes Act of 1917 as the first significant federal vocational education initiative. This act was important for several reasons. First, it provided grants to states for the support of vocational education. Second, it adopted a categorical approach to the development of occupational skills, thereby channeling federal support into specific occupations. Third, it required that federal dollars be matched with state dollars, thereby assuring a partnership for the support of vocational education which continues to this day. And fourth, it established a Federal Board For Vocational Education.

Between 1917 and 1963 at least nine acts were passed which had significant provisions for the development or continuation of vocational education programs. Some of these acts were a response to the World Wars; all of them recognized that the federal government had to provide assistance to those seeking employment skills and training. An overview of the most salient features of these acts follows.

- 1918 Vocational Rehabilitation Act--authorized funds for rehabilitation of World War I veterans.
- 1920 Smith-Bankhead Act--authorized grants to states for agricultural experiment stations.
- 1936 George-Deen Act--extended federal support to distributive curricula.
- 1943 Vocational Rehabilitation Act--provided assistance to disabled veterans.
- 1944 Servicemen's Readjustment Act--provided assistance for the education of veterans.

- 1946 George-Barden Act--expanded federal support for vocational education, increased funding levels, and provided greater curriculum flexibility within the categorical grant structure.

- 1954 Cooperative Research Act--authorized cooperative arrangements with universities, colleges, and state education agencies for educational research.

- 1957 Practical Nurse Training Act--provided grants to states for practical nurse training.

- 1958 National Defense Education Act--provided assistance to state and local school systems for strengthening instruction in science, mathematics, foreign languages, and other critical subjects; provided funds for the improvement of state statistical services; provided funds for guidance, counseling, and testing services and training institutes; instituted higher education student loans and fellowships; provided funding for experimentation and dissemination of information on more effective use of television, motion picture, and related media for educational purposes; provided funds for vocational education in technical occupations necessary to the national defense, such as data processing.

As noted above, all of these acts supported the public schools as the primary agent for vocational training and manpower development. Following the National Defense Education Act, however, concern began to mount that the public schools were not meeting the many and diverse training needs of an expanding and changing population. This, coupled with rapid technological advances and subsequent increases in unemployment, led many to conclude that public agencies other than the schools must become involved in training youth and adults for the world of work. Thus, the stage was set for the Manpower Development and Training Act of 1962. The stage was also set for legislation to improve the quality of services delivered through the schools. We turn now to a discussion of this Vocational Education legislation.

Federal Vocational Education Legislation From 1963 to 1976.

The three pieces of legislation passed during this time period will be reviewed in this section. These include the Vocational Education Act of 1963 and the amendments to it of 1968 and 1976.

The Vocational Education Act of 1963. This watershed legislation was directed toward high school students, high school graduates, persons at work, and persons whose success in regular vocational education programs was impeded by academic, socioeconomic, or other handicaps. The most important provisions of the Act were those dealing with funding, state regulations and evaluation. With regard to funding, support was provided for: (1) the construction of area vocational schools and for work-study programs in residential vocational schools; (2) teacher education, program development, and evaluation; (3) pilot studies and programs to improve the quality and the scope of vocational education services; and (4) support of students who required some income to remain enrolled in a training program.

With regard to state regulations, the relationship between the federal and state agencies established by the Smith-Hughes Act remained in place. However, each state was required to submit a "state plan" in order to qualify for financial support. State and local agencies were also required to develop cooperative arrangements with public employment agencies for guidance and counseling services for participants.

Finally, state and local programs were subjected to evaluation at five year intervals to assess program quality and relevance. A special ad hoc commission was established for this purpose.

Sixty million dollars was initially authorized for the implementation of this Act, and by 1967 this figure had increased to $225 million. Ten percent of these funds was used for research and experimentation in

pilot projects. The remaining 90% was distributed to the states based on population ratios and per capita income. Because of the "matching" requirements of the Act, state and local monies were also made available for research and programmatic efforts.

The Vocational Education Amendments of 1968. These amendments, which restate the essential components of the 1963 Act, were designed to improve access to vocational training and retraining. Initially, $355 million was authorized to implement these amendments. This amount increased to $675 million, and later stabilized at $565 million.

In addition to supporting the 1963 Act, the 1968 Amendments called for the creation of a National Advisory Council for Vocational Education. The age requirement of the Adult Basic Education Act of 1965 was also reduced from 18 to 16, and the George-Barden Act and the Smith-Hughes Ammendments were repealed. States were required to submit plans for vocational education projects, while provision was made for the training and development of programs for vocational staff through the Higher Education Act of 1965. Twenty percent of the funds were allocated for research, exemplary and innovative programs, curriculum development, counseling services and for the training and development of personnel. Attention was also directed toward overcoming sex bias.

The Vocational Education Amendments of 1976. This set of amendments was directed toward the improvement of existing programs by focusing upon planning and evaluation procedures. One of the most important provisions mandated that state boards were to be created to serve as the sole agency responsible for the administration and supervision of vocational education programs in their respective states. Directives were also provided for the regulation of relationships between state and local agencies. In addition,

all interested parties, including state advisory councils, educational and employment training personnel, business and industry representatives, and citizens, were mandated an opportunity to contribute to the state plan.

At the federal level, funding was provided for programs for the handicapped, disadvantaged, and other identified groups. The Bureau of Occupational and Adult Education was re-established, and by the end of fiscal 1978 Federal Bureau personnel was increased by 50% (using 1976 as base). A National Occupational Information Coordinating Committee was created to coordinate the vocational education information efforts of the U. S. Office of Education, the Department of Labor, and the National Center for Education Statistics. Meanwhile a uniform data reporting and accountability system was established by the U. S. Office of Education. Finally, states were required to establish an occupational and information coordination committee by September of 1977.

Federal Employment Training Legislation

As with vocational education, major federal initiatives concerning labor and employment training occurred during the twentieth century. During the first two decades, this legislation focused primarily on issues relating to labor unions and labor disputes. Later legislation addressed particular problems caused by the depression and by World War II.

The first act to deal specifically with minority and regional unemployment concerns was the Area Redevelopment Act of 1961. More important, however, were the Manpower and Development and Training Act of 1962, the Economic Opportunity Act of 1964, the Comprehensive Employment Act of 1967, the Cooperative Area Manpower Planning System of 1968, the Comprehensive Employment and Training Act of 1973, the Youth Employment and Demonstration

Projects Act of 1977, and the 1978 CETA ammendments. We turn now to a brief review of these important legislative initiatives.

Manpower Development and Training Act. As noted above, this 1962 Act was the first federal initiative calling for cooperative efforts between the public schools and other agencies in the delivery of vocational education and manpower training. More specifically, this Act formed a partnership between the Department of Health, Education and Welfare[1] and the Department of Labor through which private and public agencies, such as universities and industry, were able to carry out programs to address regional needs. Although these programs met with some success, there were also notable failures. In Connecticut, for example, 96% of those selected for one such program did not complete training (Cook, 1977). In partial response to this state of affairs, and to the realization that many of the unemployed were without basic skills, the Act was amended to include adult basic education provisions. Such programs received renewed support through the Manpower Act of 1965.

Economic Opportunity Act. This Act directly addressed the question of literacy for the first time. It also provided for the establishment of several employment training programs. Title IA, for example, established Job Corps training centers for youth between the ages of 16 and 21 who were not in school, were unemployed and were undereducated. Remedial education, skill training, work experience, guidance and recreation programs were offered in a coordinated fashion through these centers. Title V of this Act, along with Title XI of the Social Security Act, produced the Work Experience Program. This program was designed to increase the personal independence and self sufficiency of persons on public assistance.

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[1] It should be noted that education functions are now the province of the Department of Education.

Finally, Title IIA and IIIB of the Act were designed for specifically identifiable groups such as migratory workers. Title IIIB, in fact, created Community Action Programs. The Neighborhood Youth Corps was another of the programs initiated by the EOA legislation. This program placed disadvantaged youths in public service jobs for work experience and provided basic skills training.

Despite the good intentions of the developers of the legislation and of those charged with implementation, it soon became apparent that there was not sufficient coordination and cooperation among program operators, community agencies, and local education agencies to realize the program's objectives. Thus, several additional acts were passed in the late 1960's to attempt to deal with these procedural and policy difficulties.

Concentrated Employment Act and Cooperative Area Manpower Planning System. CEA and CAMPS, which were passed in 1967 and 1968, respectively, paved the way for the Comprehensive Employment and Training Act of 1973. CEA consolidated a number of manpower projects and programs, thereby reducing unnecessary overlap and redundancy. CAMPS created the mechanism for local program planning.

Comprehensive Employment and Training Act. The 1973 CETA Act emphasized the employment needs of the disadvantaged. Moreover, it began to eliminate the duplication of services and organizational ineffectiveness which characterized earlier employment training programs by decentralizing the delivery system and reducing the eligibility categories that had existed under MDTA. Although funding levels were increased substantially over MDTA, the 1973 CETA Act placed very little emphasis on youth programs. Because of the alarmingly high unemployment among youth between 16 and 21 years of age, particularly non-white youth, Congress passed the Youth Employment and Demonstration Project Act (YEDPA) in 1977. YEDPA initiated employment train-

ing programs designed to demonstrate the effectiveness of various approaches and techniques for reducing unemployment among youth.

Youth Employment and Demonstration Projects Act. This Act was designed to provide a full range of experiences for youth 16 to 21 years of age who were in or out of school and unemployed or underemployed. In certain circumstances the age limit was extended downward to include 14 and 15 year olds. Although the provisions of the Act were directed primarily toward the economically disadvantaged, others could participate as well.

1978 CETA Amendments. YEDPA was incorporated as Title IV, Part A of the 1978 CETA amendments. Title IV, Part A (Youth Employment Demonstration Programs), outlines three programs: (1) Youth Employment Training Programs (YETP); (2) Youth Incentive Entitlement Pilot Projects (YIEPP); and (3) Youth Community Conservation and Improvement Projects (YCCIP). Title IV, Parts B and C provide for the continuation of the Job Corps and Summer Youth Employment Programs, respectively. Both of these programs are directed to youth populations, as is the Young Adult Conservation Corps which is under Title VIII of CETA Amendments.

The 1978 CETA Amendments consist of eight titles as follows:

Title I - Administrative Provisions

Title II - Comprehensive Employment and Training Services

Title III - Special Federal Responsibilities

Title IV - Youth Programs

Title V - National Commission for Employment Policy

Title VI - Countercyclical Public Services Employment Program

Title VII - Private Sector Opportunities for Economically Disadvantaged

Title VIII - Young Adult Conservation Corps.

A number of provisions and programs outlined in the eight titles are of prime importance in terms of LEA/CETA cooperative efforts. Some examples are listed below:

Title I - Requires the participation of vocational educators on CETA prime sponsor planning councils.

Title II - Six percent of funds allocated under this title are to be used for supplemental vocational education, to be administered by the State Department of Education

Title IV - Parts A, B and C of this title fund employment programs to serve disadvantaged youth. In-school youth, dropouts, and unemployed or underemployed youth are served.

Title VII - Each prime sponsor must establish a Private Industry Council (PIC). The PIC's functions are to analyze private sector job opportunities, refine employment and training programming to meet private sector labor needs, and develop and operate private sector employment and training programs. Regulations require that educational agencies be represented on the PIC.

LEA/CETA Cooperative Efforts

While all of the employment training legislation passed prior to YEDPA implicity advocated communication, cooperation and coordination of employment training programs with local services and agencies, explicit guidelines detailing how this was to be accomplished were not given. Moreover, although both the 1978 CETA legislation and the Vocational Education Act Amendments of 1976 provide a broad legislative mandate for cooperation and coordination, neither piece of Legislation provides substantial incentives to do so (Wurzberg, 1979). The one provision which encouraged such associations came in the form of a mandate that 22% of all YETP funds be set aside for "in-school" programs. It is heartening to note that research in Connecticut

(Thompson and Gable, 1978) as well as across the nation (Wurzberg, 1978) indicates that the percentage of funds actually devoted to in-school programs is close to 50%.

It is apparent that there are a number of structural as well as attitudinal roadblocks to cooperation between LEA's and YEDPA programs. Certain aspects of LEA operation which hinder cooperation include the length of the school day, credentialing of staff, attitudes regarding the award of academic credit, and previous negative experiences with CETA programs (e.g., early Title I CETA youth programs) and/or with low income/disadvantaged students. Turfdom is also an issue with many LEA personnel, particularly guidance counselors, work experience coordinators and occasionally, vocational education instructors (Thompson and Gable, 1978).

CETA has equally difficult problems which inhibit cooperation. The mismatch of fiscal year between CETA and LEA's, the accelerated and often patchwork planning in CETA programs, uncertainties over funding levels and/or reauthorization of the legislation, and constantly shifting program priorities and changing regulations all tend to place limitations on cooperative efforts between YEDPA and LEA's. Likewise the traditions and regulations which hold LEAs and YEDPA programmers accountable to different agencies further reduce cooperation (Wurtzberg, 1979).

Despite these problems, many LEA's and YEDPA program operators are making efforts to establish linkages and to cooperate on program initiatives. This is shown in research at the national level (Stephens, 1979) and in Connecticut (Thompson and Gable, 1978, 1979). These latter studies, however, reveal that although YETP operators and LEA's throughout the state have reached agreements on the operation of in-school YETP programs, the degree of cooperation contained in these agreements varies widely, and is in some cases almost non-existent. Thus they document the need for efforts to

initiate communication and cooperation between and among CETA Prime Sponsors, YEDPA program operators and LEA personnel.

Pending Federal Legislation

During the period of April to September, 1980 the House Committee on Education and Labor and the Senate Human Resources Committee debated what was called President Carter's Youth Act of 1980. As reported by the House Committee, the major purpose of the Act was to provide a broad range of employment, training and education opportunities for youth to improve their basic education and employment skills and to promote coordination among service delivers capable of providing such opportunities. Among its many provisions, the act called for the consolidation of most local programs into a single basic grant to CETA Prime Sponsors, an ordered approach to developing youth employability, and increased coordination among CETA Prime Sponsors and LEAs to be achieved through set-aside (22%) and other means.

Although debate raged on several issues, particularly on the need for a reduced minimum wage for youth, it appeared that the House and Senate would adopt some version of the Act. The results of the presidential and congressional elections held on November 4, 1980 and statements by President Reagan since than would indicate that this is not likely. Although one could speculate further about what will occur, it appears premature to do so. It seems safe to conclude, however, that the likely outcome of further debate is a reduced federal government role in employment training activities.

Exemplary LEA/CETA Linkage Efforts

The previous sections of this chapter have reviewed the history of vocational education and employment training initiatives and the legislative mandate for LEA/CETA cooperative efforts. This section discusses this mandate further in the context of funded projects which are directly concerned with linkage and cooperative efforts between education and CETA youth programs.

The 1977 Youth Employment and Demonstrations Projects Act placed particular emphasis on linkages between education and employment training programs, as seen in section 348 of the Act:

> ...to carry out innovative and experimental programs, to test new approaches for dealing with the unemployment problems of youth, and to enable eligible participants to prepare for, enhance their prospects for, or secure employment in occupations through which they may reasonably be expected to advance to productive working lives. Such programs shall include, where appropriate, cooperative arrangements with educational agencies to provide special programs and services...

YEDPA sought to examine the components of successful linkage efforts by initiating several "knowledge development" activities with a major focus on education and work issues. Realizing that approaches to reducing unemployment are complex, the Act contained sections designed to promote the evaluation of alternate employability development procedures for disadvantaged youth. Careful consideration of the implementation and outcomes of these projects should facilitate Connecticut CETA-LEA linkage efforts.

The largest of the alternate employability development procedures was the Exemplary In-School Demonstration Projects. In this project, grants were awarded to explore the dynamics of in-school projects and to promote cooperation between the education and employment training systems. The ptimary source of information on these projects is the interim reports of

Youthwork National Policy Study conducted at Cornell University (Rist, 1980). Youthwork was responsible for developing guidelines for selecting projects and for recommending projects to be funded, reviewing proposals, providing technical assistance, developing and implementing a knowledge development plan, and forwarding research reports and policy recommendations to the Department of Labor (Rist, et. al., 1979).

Youthwork activities are particularly relevant to our discussion since these projects focused on in-school youth and ways in which the education and CETA systems could contribute to the resolution of youth unemployment. The rationale of all projects was bridging the traditional gap between school and work. According to Rist, "the aim of Youthwork was to explore innovative means by which to make them coterminous and interrelated" (1979, p. 2).

Since September 1978, Youthwork has dealt with 48 projects. Each project is an exemplary effort in one of four areas: 1) expanded private sector involvement; 2) job creation through youth operated projects; 3) academic credit for work experience; or 4) career information, guidance and job seeking skills. Additional information on specific projects can be found in the materials referenced above.

Another YEDPA "knowledge development" program is entitled the Youth Incentive Entitlement Pilot Projects (YIEPP). At 17 demonstration sites (e.g. Stamford, Connecticut) jobs and/or training are guaranteed for economically disadvantaged 16-19-year-old youth who are in school or are willing to return to school. The aim of YIEPP is to assess the impact of the combination of education and guaranteed work on school retention, return, and completion.

The Vocational Education Incentive Program consists of linkage demonstration models for CETA youth programs and vocational education at the state

and local levels. During the 1979 and 1980 fiscal years, 20 model projects were implemented. An analysis of the successful projects should prove quite informative regarding the attributes of positive linkage efforts.

Research on the Effectiveness of Vocational Education and Manpower Training Efforts

Vocational Education

The research available to date does not demonstrate dramatic effects on the long-term employability of those served by either vocational education or employment training programs. As a result of its longer history, vocational education has had considerably more research on the question of impact on the students served. The most definitive studies, both longitudinal and cross-sectional, have been done during the 1970's.

The impact of vocational education can be assessed using a number of different criteria. Some of the more common criteria include: level of technical/vocational skills taught, level of entry level job skills taught, employment stability, long-term employment status, job satisfaction and earnings.

In a review of the literature through 1974, (Levin, 1977) reports that in terms of improving the labor market experiences of young people, "the evidence suggests that if such gains are associated with vocational education, they are marginal at best."

Similarly, Grasso and Shea (1979) summarize four national longitudinal studies conducted over the last twenty years and conclude:

> "A large body of work has been completed since the passage of the Vocational Education Act of 1963. However, it does not provide compelling evidence supporting the alleged labor market benefits of high school level vocational education." (p. 159).

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From their own original research Grasso and Shea further conclude:

> "We failed to find convincing evidence of an alleged labor market advantage of vocational education for young men....Differences were either inconsistent or were not statistically significant on virtually every criterion measure: unemployment, occupation, hourly rate of pay, annual earnings, and so on." (p. 156).

Perhaps the most significant and controversial study is one completed in 1980 by Wellford Wilms, which compares the vocational experiences of 1576 students enrolled in 50 community colleges and proprietary vocational schools. Essentially, Wilms concluded that: 1) Public vocational education is "nearly irrelevant" for persons seeking higher paying, skilled jobs; 2) proprietary vocational schools do a better job of training students for jobs than do public vocational schools; 3) students' family background has a more important effect on a persons earnings than does level of vocational education; 4) less than one-third of the men and none of the women who studied for higher level jobs actually got such jobs; and 5) vocational education is not an effective way to equalize job opportunities among various sectors of the society.

A six-member panel convened by the National Institute of Education to review the Wilms study concluded that the report was replete with mathematical errors and that the conclusions were not supported by the skimpy research. The American Vocational Association has also panned the Wilms Report charging that since there was no control group of nonvocational students the conclusions are erroneous.

Employment Training Programs

As was noted earlier, the major manpower and training initiatives have occurred since 1963. As a result, relatively little research is available regarding the long-term impact of these programs on the employ-

ability of the clients served. However, the research which is available is not encouraging.

As was the case for vocational education programs, a number of criteria may be used to measure the success of manpower training efforts. Moreover while the stated purpose of a youth work experience program may be to "increase the employability" of youth, the true purpose may be politically motivated, (i.e., to lower current unemployment statistics, to "keep kids off the street and out of trouble", or simply to serve as an income transfer). For the purposes of this report, it is assumed that employment training programs are in fact designed to impact on the long-term employability of the clients served.

In an early review of research Jones (1969) concluded that MDTA programs had no significant impact on the employability of the clients served. Moreover, few long-term benefits of any type were noted in the studies reviewed. This same conclusion is revealed by the National Commission for Employment Policy (1979), which after reviewing considerable research came to the general conclusion that the assessment literature regarding Neighborhood Youth Corps type work experience indicates that the programs do not significantly improve the average enrollee's long-term employability or earnings. They go on to state, however, that other authors have noted the value of such work experience programs in terms of providing income maintainence and keeping youth out of trouble.

Summary and Conclusions

This brief review of the literature on federal legislation regarding vocational education and employment training and the resulting LEA/CETA cooperative efforts leads to several conclusions. First, although legislation

mandating cooperative efforts between Local Education Agencies and CETA programs have existed, neither the legislation nor the regulations emanating from it have specified how this cooperation was to take place. Second, that particular aspects of both the educational and CETA systems are now operating to impede such cooperation. Third, that vocational education and employment training efforts have not had uniformly positive effects on the employability of their clients. And fourth, in light of recent federal government moves which seem to signal a withdrawal of much, if not all, federal support for employment training programs, there will be a tremendous need for other community organizations, particularly schools, to assume this responsibility.

It appears, therefore, that methods and procedures must be implemented for determining precisely what the barriers are to effective linkages between schools, existing employment training activities and other community organizations. Then, given this information, procedures for reducing the barriers must be found and implementing effective programs to meet a need which will continue to exist.

Chapter III

LEA/CETA Linkage Survey

This chapter presents the results of a survey of LEA and CETA personnel regarding current linkage efforts and obstacles to improveing these efforts. The first section presents a description of the development and dissemination of the survey forms. The sections which follow present the perceptions of the LEA and CETA groups.

Survey Development and Dissemination

One of the goals of the LEA/CETA linkage project was to examine the perceptions of LEA and CETA groups regarding current linkage efforts and obstacles to improving these efforts.

Two survey questionnaires were developed by project staff. Drafts of the forms were reviewed by the LEA/CETA Linkage Task Force and State Education Department personnel. Comments of these groups were incorporated into the final survey forms.

The LEA survey form contained questions concerning communication, planning, operation, and program organization. The CETA survey form contained questions concerning program organization and operation. Both forms also contained questions regarding current LEA/CETA cooperative linkage efforts and obstacles to these efforts. Appendix A contains copies of the LEA and CETA forms.

The LEA and CETA forms were mailed with stamped-return envelopes in early January 1981; follow-up mailings to non-respondents took place in late January.

Table 1

LEA/CETA Cooperative Linkage Project
Survey Groups and Return Rates

	Sent	Returned	Percent Returned
LEA			
Vocational Administrators	41	30	73%
Teacher-Coordinators of State Approved Cooperative Work Education (CWEDO)	74	47	64%
Directors of Guidance and Pupil Personnel Services	151	101	67%
CWE-BO	21	14	67%
Total	287	192	67%
CETA			
BOS	22	21	95%
BOS-OPM	7	7	100%
New Haven	10	6	60%
Waterbury	5	3	60%
Hartford	3	1	33%
Stamford	4	3	75%
Bridgeport	10	6	60%
Total	61	47	77%

Table 1 presents a breakdown of the LEA and CETA groups. The 287 LEA personnel represented all vocational administrators, all coordinators of cooperative work education programs, one director of guidance and pupil personnel services from each school district[1], and all cooperative work experience-business occupations teachers. The 61 CETA personnel represented the six prime sponsor areas, including Balance of State, New Haven, Waterbury, Hartford, Stamford, and Bridgeport.

Table 1 also contains the respective return rates for each of the LEA and CETA groups. The LEA return rates by group ranged from 64% to 73% with a total LEA group rate of 67%. The CETA return rates ranged from 33% to 100% with a total CETA group rate of 77%.

The sections which follow present the results of the survey for the LEA and CETA groups. Findings for the items specific to each form are presented first. These sections are followed by a presentation of the perceptions of both groups to the common items dealing with current linkage efforts and obstacles. Readers should note that Appendices B - J also display several breakdowns of the data presented in the text. These breakdowns were created on the basis of sizes of community and Prime Sponsor areas where appropriate.

LEA Perceptions of CETA Linkage Initiatives

LEA respondents were asked to rate the CETA linkage efforts during the summer and fall of 1980 in the areas of communication with school staff, recruitment of students, information received concerning the vocational progress of student participants, and the effectiveness of the assistance of CETA personnel and programs in improving student

[1]For a few large cities (e.g., New Haven) two guidance directors were included.

academic programs. Table 2 contains a breakdown of the LEA response percentages by Prime Sponsor area. Appendix B contains a further breakdown of current LEA/CETA linkage efforts as perceived by LEA respondents from various community sizes.

Communication Concerning the Nature of CETA Programs. In response to Item 6, just over one-half of the LEA respondents reported having received any information regarding the nature, goals, and purposes of the CETA program during the summer or fall of 1980. Most of this information (86%) was provided by either mail or personal contact (Item 7). Of those receiving information, 75% of the respondents considered the information helpful in working with students (Item 9). Two conclusions might be drawn from these data. First, approximately 47% of the LEA respondents either lacked information concerning CETA programs or have received it without direct contact with CETA personnel. Secondly, when there was CETA contact with schools it tended to be perceived by LEA staff as an asset in working with CETA enrollees.

Contact With Schools Concerning Students. Items 3 and 4 secured information as to whether CETA personnel had been in the school to meet with the staff or to recruit students during the summer or fall of 1980. Approximately 60 to 65% of the LEA respondents indicated that this had occurred. When asked further if information and/or student referrals were sought, only 57% of the respondents reported that CETA personnel had been in contact.

The lack of feedback from CETA personnel concerning the progress of individual students appears to be a problem for LEA personnel. Only 37% of the respondents indicate that CETA staff have shared such information concerning student growth and performance in CETA programs.

Table 2

LEA Perceptions of CETA Linkage Initiatives
Grouped by Prime Sponsor Area[1]

Question		Waterbury	New Haven	Stamford	Bridgeport	Hartford	BOS	Total
3. Have CETA youth program personnel been to your school to meet with you or other staff members during the summer or fall of 1980?	Yes	50	54	67	44	67	67	64
	No	50	38	33	44	22	26	28
	Don't Know	0	8	0	12	11	7	8
4. Have CETA youth program personnel been in your school to recruit students during the summer or fall of 1980?	Yes	75	54	45	37	65	66	62
	No	25	15	33	44	18	23	24
	Don't know	0	31	22	19	17	11	14
5. Have you been contacted directly by any CETA staff members for information, student referrals, etc. during the summer or fall of 1980?	Yes	25	46	44	44	58	62	57
	No	75	54	56	56	39	36	41
	Don't Know	0	0	0	0	3	2	2
6. Have you received any information regarding the nature, goals and purposes of the CETA program during the summer or fall of 1980?	Yes	25	54	56	44	50	57	54
	No	75	46	44	56	47	39	43
	Don't Know	0	0	0	0	3	4	3
7. In what way(s) was this information conveyed to you?	Mail	0	86	20	57	37	38	43
	Phone	0	0	0	14	16	16	14
	Personal Contact	100	14	80	29	47	46	43
8. Has the CETA staff shared with you information regarding the vocational/educational progress of student enrollees?	Yes	25	25	56	20	40	38	37
	No	75	75	44	67	60	60	61
	Don't Know	0	0	0	13	0	2	2
9. Has this information helped you or other school staff in working with these students?	Yes	50	100	100	100	63	75	75
	No	0	0	0	0	31	12	14
	Don't Know	50	0	0	0	6	13	11

[1]Table entries represent percents.

In summary, while the communication that occurred between CETA and LEA personnel is perceived as helpful by LEA respondents, linkage initiatives were lacking in two major areas: (1) Initial contact and information sharing concerning the nature and goals of the CETA programs; and (2) Feedback by CETA personnel regarding the progress of student CETA enrollees.

LEA Perceptions of CETA Program Planning, Operation, and Organization

LEA respondents were asked to rate the overall CETA program in their area in relation to planning, operation, and organization. Such matters as the involvement of the LEA staff in planning and services, accountability of CETA counselors, coordination of the educational program and work experience activities, and the control of CETA programs and personnel were examined. Table 3 contains a percentage breakdown of LEA respondents by Prime Sponsor area. Written responses were also requested to some items; these responses are incorporated into the discussion below. Appendix C contains a breakdown of the organization, planning, and operations of CETA program by size of community.

Planning. When asked if CETA youth programs were well organized in their district (Item 10), only 44% of the LEA respondents replied affirmatively, and 42% indicated that they did not know. The basis for these opinions was clarified through several other items in this section. For example, only 39% of the respondents indicated that LEA staff members had been involved in the planning of career employment experiences and transition services for CETA enrollees (Item 11).

Operation. Operational problems were more clearly defined and elaborated from the responses to Item 19. Only 60% of the LEA respondents

Table 3

LEA Perceptions of CETA Program Planning, Operation and Organization
Grouped by Prime Sponsor Area[1]

	Question		Waterbury	New Haven	Stamford	Bridgeport	Hartford	BOS	Total
10.	Is the CETA youth program operating in your district well organized?	Yes	25	46	67	20	42	46	44
		No	0	8	0	27	19	12	14
		Don't Know	75	46	33	53	39	42	42
11.	Were staff members from your school involved in the planning of career employment experiences and transition service components of CETA youth programs?	Yes	25	23	45	44	33	42	39
		No	25	38	33	56	32	39	39
		No Opinion	50	39	22	0	35	19	22
12.	Currently, many CETA enrollees are employed in public sector non-profit organizations. Do you believe the CETA program should be expanded to private, profit-making businesses/employers?	Yes	25	62	33	69	36	54	51
		no	50	23	56	25	46	37	37
		No Opinion	25	15	11	6	18	9	12
13.	Are the conselors employed by the CETA program directly accountable to your school system?	Yes	0	15	34	6	24	10	13
		No	100	23	44	75	53	58	56
		Don't Know	0	62	22	19	23	32	31
14.	Do the services offered by the CETA counselor(s) serving your school go beyond those normally available in your school(s)?	Yes, Most of the Time	0	25	40	0	8	17	16
		Yes, Sometimes	0	50	40	40	14	39	34
		No	0	0	20	40	71	34	39
		Don't Know	100	25	0	20	7	10	11
15.	Do you believe that the CETA counselor(s) serving your school should be directly accountable to your school system?	Yes	25	77	67	40	62	44	50
		No	0	8	11	53	26	32	29
		No Opinion	75	15	22	7	12	24	21
16.	How frequently are the work experience activities offered to students in CETA programs coordinated with the educational programs of these students?	Always	0	0	14	0	4	6	5
		Frequently	33	20	29	13	26	23	23
		Sometimes	0	40	14	20	48	43	40
		Rarely	67	40	43	67	22	28	32
17.	How frequently are the career employment experiences offered CETA youth approved as relevant to their current educational programs by a person who is employed by your school system?	Always	0	0	14	13	11	8	9
		Frequently	34	13	43	0	14	21	19
		Sometimes	33	38	0	19	39	40	36
		Rarely	33	49	43	68	36	31	36
18.	Do you believe students should get academic credit for their participation in a CETA program (e.g., YETP)?	Yes	25	46	78	56	46	53	52
		No	25	46	11	38	43	37	37
		No Opinion	50	8	11	6	11	10	11
19.	CETA youth programs provide work experience, counseling and other ancillary experiences to enrollees. Do you think these activities are effective in helping CETA enrollees overcome barriers to employment?	Yes	25	46	78	40	60	65	60
		No	0	15	0	33	11	13	14
		No Opinion	75	39	22	27	29	22	26
23.	Do you believe CETA enrollees would be better served if local schools had complete control over the operation of CETA in-school youth programs?	Yes	50	31	23	50	59	41	44
		No	25	31	44	25	22	35	32
		No Opinion	25	38	33	25	19	24	24

[1]Table entries represent percents.

felt that work and ancillary experiences in CETA programs were helpful to students. Those responding negatively identified four basic problem areas as follows:

1. The lack of feedback from CETA personnel concerning students;
2. The lack of "enough services" to the students (counseling) and the "part time" nature of the CETA programs;
3. The quality of the work experience for CETA enrollees is often perceived to be minimal;
4. The lack of evaluative procedures or any indications of the effectiveness of CETA programs.

Organization. While 52% of the LEA respondents felt that credit should be awarded for participation in the CETA youth programs (Item 18), only 5% of the LEA respondents (Item 16) reported that the work experience was "always" coordinated with educational efforts and 32% indicated such coordination was "rare." When asked if the career employment experiences offered to CETA participants was related or relevant to educational programs, 36% responded "rarely" (Item 17). These responses indicate that the coordination efforts on behalf of students was sorely lacking in the view of the LEA personnel.

With regard to accountability, 13% of the respondents reported that CETA counselors were directly accountable to school officials (Item 13), while one-half (50%) of the LEA respondents felt that this should be so (item 15). Furthermore, only 16% of the respondents believed the services of the CETA counselor extended beyond those normally available in the school most of the time; 39% of the LEA respondents reported that such services did not (Item 14).

Two further questions were asked in relation to the organization of the CETA programs. Item 23 asked LEA respondents to consider whether the complete control of CETA in-school youth programs ought

to be under the local schools. Forty-four percent (44%) of the LEA respondents favor such a notion. Item 12 asked whether CETA programs should be expanded to private, profit-making businesses/employers. Approximately 51% of the respondents believe that CETA programs should be expanded in this way.

In summary, LEA respondents were on average less than positive in their ratings of CETA planning, operation, and organization. While they perceived CETA programs as assisting students in overcoming barriers to employment, they did not support the coordination efforts of the CETA personnel on behalf of individual student enrollees. When asked if the CETA program was operating well in their district, only 44% said "Yes." However, a similar number responded they didn't know (42%).

CETA Perceptions Regarding Program Organization and Operations

CETA respondents were asked to rate the organization and operations of the CETA program in relation to such matters as the integration of work and career employment experiences of CETA enrollees with their educational programs, effective coordination and delivery of services to clients, and the threats that LEA staff may feel as a consequence of CETA youth programs. Table 4 contains a breakdown of CETA responses by Prime Sponsor area.

Organization and Operations. CETA respondents were asked to rate their ability to effectively coordinate activities with the LEA clients during the 1980-1981 academic year and to estimate the frequency of certain services (Table 4). When asked with how many LEAs they were able to develop effective coordination during the 1980-1981

Table 4

CETA Perceptions Regarding Program Organization and Operations Grouped by Prime Sponsor Area[1]

Question		PRIME SPONSORS New Haven	Waterbury	Hartford	Stamford	Bridgeport	BOS	Total
4. Do the services offered, by CETA counselor(s) working in the schools go beyond those normally available in the school(s)?	Yes, Most of the Time	50	50	100	34	17	59	50
	Yes, Sometimes	50	50	0	33	50	27	35
	No	0	0	0	33	0	9	8
	Don't Know	0	0	0	0	33	5	7
5. How frequently are the work experience activities offered to students in CETA programs coordinated with educational programs of these students?	Always	20	100	100	67	40	16	29
	Frequently	60	0	0	0	0	40	32
	Sometimes	20	0	0	33	60	32	32
	Rarely	0	0	0	0	0	12	7
6. How frequently are the career employment experiences offered to CETA youth approved as relevant to current educational programs by a person who is employed by the school system?	Always	0	0	0	0	40	36	31
	Frequently	17	100	100	67	20	36	43
	Sometimes	67	0	0	33	20	8	12
	Rarely	16	0	0	0	20	20	14
8. In your opinion, do LEA personnel feel threatened by services offered by CETA youth programs?	Yes	17	0	0	67	17	19	20
	No	67	67	100	33	50	73	67
	Don't Know	16	33	0	0	33	8	13
10. Overall, with how many LEA's have you been able to develop effective coordination during the 1980-81 school year?	All LEA's	25	50	100	0	40	22	26
	Most LEA's	50	0	0	100	40	43	45
	Some LEA's	0	50	0	0	20	26	21
	No LEA's	25	0	0	0	0	9	8

[1]Table entries represent percents.

academic year, the large majority of the respondents (71%) indicated that coordination was effective with "all" or "most" of the LEAs with which they had contact (Item 10).

Other items required frequency estimates concerning the extent to which services were being delivered to students. Item 4 asked CETA respondents to rate the unique contributions of CETA counselors working in schools. Fifty percent (50%) of the respondents felt such services extended beyond those normally available in schools "most of the time." Only 29% of the respondents, however, felt that work experience activities offered students in CETA programs were "always" coordinated (Item 5). Further, only 31% of the respondents felt that the career employment experiences offered to CETA youth were approved as relevant to the educational program of a student by school employees (Item 6).

Finally, CETA respondents were asked if LEA personnel felt threatened by services offered by CETA programs. Only twenty percent (20%) responded "Yes" and listed the following areas of LEA concern:

1. competition for State funding;
2. duplication of services;
3. "turf violations";
4. the non-certified status of some CETA personnel; and
5. the competitive relationships between CETA personnel and ancillary school personnel such as guidance counselors.

LEA and CETA Views of Organization and Operation

A few of the survey questions in the area of CETA program organization and operation were asked of both the LEA and CETA groups. Discrepancies were found between the LEA and CETA respondents' perceptions

of how well CETA employment experiences were coordinated with each student's educational program. While 29% of the CETA respondents felt, for example, that student programs were coordinated "always," only 5% of the LEA respondents felt this was the case. When asked, "How frequently the CETA career employment experiences are approved as relevant to current educational programs by a school person," 74% of the CETA respondents felt it occurred at least "frequently" as compared to only 28% of the LEA respondents. Again, while 50% of the CETA respondents felt that CETA counselors offer services which extend beyond those normally available in schools "most of the time", only 16% of the LEA respondents felt this was the case. It should be noted that some of these discrepancies can probably be explained by the fact that the CETA personnel work directly with only a few of the LEA staff.

LEA and CETA Perceptions of Current LEA/CETA Linkage Efforts

The LEA and CETA groups were presented with a list containing eight areas in which cooperation between LEA and CETA programs could take place and were asked to indicate if the cooperation was present in their respective program. Table 5 contains the list of cooperative areas and the percentages of "Yes" responses for the LEA and CETA groups. For the purpose of LEA/CETA comparisons the percentages have been ranked and the discrepancies between the percentages have been listed. Interested readers may wish to refer to Appendices D, E, and F for further breakdowns of the data by Prime Sponsor and size of community groups.

Table 3

LEA and CETA Perceptions of Current LEA/CETA Linkage Efforts [1]

AREA	LEA		CETA		
	Yes	Rank	Yes	Rank	Discrepancy
7. Listed below are some areas in which cooperation between LEA and CETA programs could take place. Based upon your experience, please indicate if this cooperation is present.					
a. Referral of students by the LEA's to CETA programs.	67	3	89	3.5	22
b. Availability of referred students' records to CETA staff.	58	5	77	6	19
c. Award of academic credit for CETA youth program participation by LEA's.	37	8	84	5	47
d. LEA receptivity to CETA youth program goals.	64	4	91	2	27
e. Contact between school and CETA staff.	68	2	98	1	30
f. Provision by the LEA of supplemental instructional support to CETA youth (e.g., academic tutoring).	38	7	48	8	10
g. Availability of school facilities for CETA program activities (e.g., industrial arts shop).	44	6	66	7	22
h. Availability of school facilities, if requested, for meetings.	77	1	89	3.5	12

[1] The percentages were ranked within each group so that the areas with the greatest linkage efforts received the lowest ranks.

Major Findings. Inspection of the percentages for the CETA and LEA groups clearly indicates that in all areas a larger percentage of CETA personnel felt that cooperation was present than did the LEA personnel. Some areas are associated with discrepancies in the opinions of the two groups which are quite large (i.e., 30%). The three areas in which the largest differences were found were as follows: awarding academic credit, contact between school and CETA staff, and LEA receptivity to CETA youth program goals.

The sections which follow will present the results for all eight areas listed in the survey. For the purpose of reporting the results have been grouped as follows: Contact and Program Receptivity, The Referral Process, Supplemental Instructional Support and the Award of Academic Credit, and Availability of School Facilities.

Contact and Program Receptivity. Most CETA respondents (98%) and only 68% of the LEA group indicated that cooperative efforts were present in the area of contact between CETA and LEA personnel (Item e). The written comments of both groups urge consistent and more frequent contact between groups. When asked to suggest ways in which communication could be improved, LEA respondents directed their comments in two directions. First, they called for more personal contact with CETA personnel. Secondly, they requested regional meetings and workshops to learn about job opportunities.

Most CETA respondents (91%) also felt that there was cooperation in the receptivity of the LEA staff to CETA youth program goals (Item d). Only 64% of the LEA respondents, however, felt that such cooperation was present. Some LEA respondents noted that long-range planning efforts by CETA personnel would help to increase the responsiveness of LEA school personnel to CETA program goals.

The Referral Process. Two questions pertained to the referral of students by LEAs to CETA programs and the availability of records for the referred students. CETA personnel rated cooperative linkage efforts concerning student referrals by LEA staff to CETA programs to be quite high (89%), yet only 67% of the LEA respondents felt this to be so (Item a). Several LEA respondents requested additional information about CETA programs so that appropriate referrals could be made. It may be that referrals to CETA programs come primarily from those LEA staff members who are conversant with the CETA program offerings. Only three quarters (77%) of the CETA respondents felt that there was cooperation concerning the availability of information from student records for CETA staff (Item b). About half (58%) of the LEA personnel reported such cooperative efforts.

Supplemental Instructional Support and the Award of Academic Credit. Only 48% of the CETA respondents and 38% of the LEA respondents indicated that cooperation exists in the form of LEA supplemental instructional support for CETA youth (Item f). CETA personnel commented that school programs are often unrelated to employment; school personnel called for CETA programs which work through schools when high school students are the enrollees.

The largest discrepancy between the perceptions of the LEA and CETA groups was found in the area of awarding academic credit for CETA program participants by LEAs (Item c). While 84% of the CETA personnel indicated coopeation was present, only 37% of the LEA personnel indicated this was the case.

Availability of School Facilities. CETA (89%) and LEA (77%) personnel felt that cooperative efforts in the area of facility sharing for meetings was present (Item h). There appears to be considerably less cooperation, however, in the use of school facilities for CETA program activities. While 66% of the CETA respondents felt that such sharing was present, only 44% of the LEA group felt this was the case (Item g).

In summary, for all eight areas of potential cooperative efforts, a larger percentage of CETA personnel felt that cooperation was present than did the LEA personnel. The three areas in which the greatest discrepancies were found in the opinions of the two groups were: awarding academic credit, contact between school and CETA staff, and LEA receptivity to CETA youth program goals.

LEA and CETA Perceptions of Obstacles to Effective Linkage Efforts

CETA and LEA groups were presented with a list of ten obstacles to effective linkage efforts which had been identified in the literature. Each group was asked to rate the obstacles with respect to their importance in hindering effective LEA/CETA linkage efforts. The rating scale employed was as follows: 1 = Unimportant, 2 = Moderately Important, 3 = Important, and 4 = Very Important.

Table 6 contains the means for CETA and LEA ratings of the obstacles. Note that the higher the mean the more important the obstacle. Note also that the means have been ranked as well. The ranks range from 1 to 10, with the greatest obstacles receiving the lowest rank. The sections which follow will present the results for the LEA and CETA groups. Appendices G, H, I, and J contain further breakdowns of the data grouped by prime sponsor area and size of community. The discussion

Table 6

LEA and CETA Perceptions of Obstacles to Effective Linkage Efforts[1]

Obstacle	LEA Mean	LEA Rank	CETA Mean	CETA Rank
a. Mismatch of fiscal year. (CETA, October 1 to September 30; LEA, July 1 to June 30).	2.03	9	2.23	8
b. Award of academic credit.	2.11	8	2.58	6
c. Length of the school day.	1.90	10	1.78	10
d. Fixed schedule of school classes and activities.	2.30	7	2.19	9
e. Credentialing of CETA staff.	2.77	4	2.47	7
f. School personnel's negative experiences with similar CETA programs.	2.49	6	2.72	5
g. Accelerated and patchwork planning in CETA programs.	2.91	3	2.93	3
h. Uncertainties over funding levels and/or reauthorization of CETA legislation.	3.30	1	3.42	1
i. Shifts in CETA program priorities and regulations.	3.13	2	3.21	2
j. Differences in program accountability, (i.e., LEA programs are primarily accountable to local boards of education while CETA programs are accountable to other local authorities and/or state and regional labor departments.)	2.74	5	2.74	4

[1]Table numbers represent means for a scale which ranged from 1 = Unimportant, 2 = Moderately Important, 3 = Important, and 4 = Very Important. Rankings of the means within each group are also included where the greatest obstacles received the lower ranks.

will be broken into three sections to represent high, moderate, and low importance obstacles. Written comments were also elicited from respondents and will be incorporated into the discussion.

Highly Important Obstacles: Program Uncertainty and Inconsistencies. Focusing on Questions h, i, and g suggests that the greatest obstacles to effective linkages for both are the uncertainties and inconsistencies which are inherent in CETA programs. All respondent groups agree that uncertainties over funding and/or the reauthorization of CETA legislation present the greatest obstacles to effective linkages. Shifts in CETA priorities and regulations rank as the second greatest hindrance to linkage efforts for both groups. Finally, the resultant "patchwork planning for CETA programs" appears as the third ranked obstacle for both LEA and CETA groups.

Additional problems were mentioned by respondents who wrote of their difficulties with linkage efforts. LEA respondents most often experience a lack of current CETA program information and feel a need for continual "updates" on changing program goals and eligibility requirements. Meanwhile, CETA respondents commented that they faced four problem areas in their attempts to deal with CETA fluctuations:

1. increased record-keeping activities;
2. changing regulations;
3. short-ranged programs; and
4. caseload overload.

Moderately Important Obstacles: Accountability and Prior Experiences

Focusing on Questions j, f, and e suggests that both LEA and CETA groups rated the areas of differences in program accountability and

negative experiences with prior CETA programs as "moderately important" or "important" with respect to hindering effective linkage efforts. In comparison to other obstacles, LEA respondents felt that the credentialing of CETA staff was a more important obstacle than did the CETA group.

Least Important Obstacles: Program Scheduling

Questions a, b, c and d appear to represent the least important obstacles. Both the LEA and CETA groups felt that the least important obstacles were the length of the school day and the mismatch of the CETA and LEA fiscal years. While still feeling that the areas were of smaller importance in hindering effective linkages, CETA personnel placed more emphasis on the awarding of academic credit than LEA personnel; and LEA personnel placed more emphasis on the problem of fixed schedules of school classes and activities than did the CETA group.

Additional Comments. Respondents were asked to suggest additional obstacles to effective linkage efforts. From an LEA perspective additional obstacles center around:

1. The lack of consistent personal contact between respective staff members;
2. a lack of current CETA program information;
3. too few employment opportunities;
4. a lack of a variety of employment opportunities;
5. increased paper work;
6. duplication of services between LEA and CETA personnel and between CETA programs and others similar to it; and
7. a lack of continuity among CETA staff members.

From a CETA perspective additional obstacles to effective linkages center around:

1. Short range programs (e.g., 1 year);
2. caseload overload;
3. a lack of sufficient time to involve all important persons in planning and implementing of CETA programs;
4. changing regulations and eligibility requirements; and
5. difficulties working through the chain of command in schools.

Efforts Toward Overcoming Obstacles. Two recommendations were made by a sizeable number of respondents as means of improving linkage efforts. The first suggestion concerned establishing routine meetings between LEA and CETA personnel. The second suggestion dealt with the expansion of CETA programs into the private sector to increase the variety of job opportunities available to CETA enrollees.

Summary

While there is significant congruence between the attitudes of CETA and LEA personnel regarding the obstacles to cooperative program efforts; it is clear from the data presented that there are major discrepancies between the perceptions regarding the types and degree of cooperative effort between schools and CETA youth programs.

It is possible that two primary factors account for these discrepancies. First, the sample selected for this survey consisted of a broad array of LEA personnel representing various job titles in the public schools. It is apparent that many of these personnel have little knowledge of CETA program operations and have had little or no contact

with CETA programs and personnel. The second factor, which perhaps accounts for the first, is that CETA personnel have not made effective efforts to inform all public school personnel of their programs and services. Conversely, the bulk of public school personnel have not taken the responsibility to inform themselves about CETA program operations.

Perhaps the communications breakdown has occurred because of the reliance CETA programs place on the school liaison/contact persons. It is the role of these public school personnel to serve as an advocate and information provider to insure that other school personnel become aware of, and support the efforts of CETA youth programs. It would appear that this has not been an effective communication system.

Chapter IV

Conference Proceedings

A significant component of the total LEA/CETA linkage effort undertaken in this project was a one-day statewide conference. The intent of the conference, as outlined in the original proposal, was to bring CETA staff and vocational educators together to initiate a comprehensive dialog regarding better linkages, cooperation and communication between CETA programs and LEA's.

By early May, 1981, it was clear that there would be significant changes in Federal policies and funding for both CETA and vocational education. With this in mind, the conference focus was broadened to school/community linkages. As will be noted in the Conference agenda presented later, much attention was devoted to trying to interpret the direction of Federal policies and the impact of Federal budget reduction on CETA and vocational education.

Conference attendence was by invitation only, and a total of 400 invitations were sent out. Invited groups included local and state vocational educators, CETA staff, guidance directors, school administrators, selected State Departments of Education and Labor personnel, and selected business and labor leaders. Conference attendence totalled 76 persons.

The conference was quite well received by those in attendance and went smoothly from start to finish. A summary of conference evaluation sheets completed by participants is presented in the appendix of this report. What follows is the conference agenda (Figure 1) and the proceedings consisting of edited verbatim transcripts of each presentation.

AGENDA

9:30-10:00	Registration/Coffee
10:00-10:15	Welcome/Opening Remarks C.M. Green, Associate Commissioner, Division of Vocational and Adult Education
10:15-10:30	Introductions and Conference Overview Donald Thompson, Principal Investigator, University of Connecticut
10:30-11:15	Impact of the Reagan Budget Proposals on Vocational Education, Employment Training Programs and Private Sector Initiatives (Panel Discussion) Elizabeth M. Schmitt, Chief, Bureau of Vocational Program Planning and Development Richard H. Blackstone, Undersecretary, Division of Employment and Training, Office of Policy Management Wade Sayer, Executive Director, Hartford Private Industry Council
11:15-12:00	Review of the Connecticut Vocational Education/Employment Training Linkages Study Robert Gable, Senior Researcher, University of Connecticut
12:00- 1:15	Lunch
1:15- 2:00	Economic Development in Connecticut and the Implications for Vocational Education and Employment Training Efforts Ronald Van Winkle, Chief Economist and Director of Research Planning and Development, Department of Economic Development
2:00- 2:45	Overview of Three Successful Linkage Programs in Connecticut Karen Finder, Career Education, Hartford Schools Paula Colen, Youth Program Coordinator, EASTCONN Carlos Guardiola, Youth Program Specialist, Bureau of Youth Employment and Training Services
2:45- 3:00	Break
3:00- 4:00	Regional Discussion Groups. Linkage Efforts and Planning for the 80's
4:00- 4:15	Summation and Closing Remarks

Figure 1

VOCATIONAL EDUCATION AND EMPLOYMENT TRAINING PROGRAMS:
Planning for the 80's

Introductory Remarks by Donald Thompson
Project Director
University of Connecticut

I'm Don Thompson from the University of Connecticut. I'm one of the project staff that helped organize the conference. In preparing my remarks for today, I set three goals for myself. First, I hoped to be inspiring, second, to be witty; and third, to be brief. After reviewing my presentation, one of my more generous colleagues assured me that, in fact, I was brief.

In the spring of 1980, Bob Gable, Fran Archambault and I, all from the University of Connecticut, responded to a Request For a Proposal from the State Department of Education. We developed a proposal for a program entitled "Encouraging Linkages Between CETA Programs and Vocational Education in Connecticut". The program we proposed outlines six primary activities which were designed to facilitate the development of linkages. One of the activities is the one-day conference you are attending today. The other activities we proposed and have now carried out are described in the project abstract which you received when you registered. You will hear more about the other activities in some of today's later sessions.

In the fall of 1979, when the State Department of Education released the RFP for our program and in the spring of 1980, when we responded to that RFP, we were confronted with a very different set of circumstances from those that confront us today. There was much talk of the Youth Act of 1980. I'm sure that most of you have heard of the Youth Act of 1980. This was to be the centerpiece of the Carter Employment Training Legislation Package. This act proposed a total funding of $2.1 billion for Youth Employment Training Services, and for the first time, a significant portion of the funds was designated to go to the public schools.

Also, funding for traditional vocational education programs appeared to be secure and likely to increase. Needless to say, major policy changes have occurred since then. We now face a situation where the current proposals reflect a 25% reduction in vocational education funding and nearly a 75% reduction in CETA Youth Program money. If you can believe the media, it would appear that the Reagan budget proposals are likely to be approved. In fact, I noticed in the Hartford Courant this morning that the House of Representatives is to take action on the proposals today, so we may well know by the end of this conference what the budget will look like. The Senate has already acted, as you are probably aware.

Regardless of what happens in terms of program changes and budget reductions, we in public education, Employment Training Programs and and other Community Based Organizations are still confronted with the challenges of meeting the educational and employment training needs of todays youth, particularly those youth, who by virtue of racial, socio-economic or sex status, have been unable to enter the mainstream of American life. We hope this conference will generate some ideas and creative solutions to the problems we confront. It is an uncertain time, and we may therefore raise more questions than we answer. It is our hope that this conference, and in fact all of the activities that we have carried out as a part of our program, will create a dialogue between various groups that will extend beyond the life of our project. If we are to survive and meet the needs of youth, working together is certainly going to be a vital component of our future success. We hope you find this conference informative and enjoyable. We have an array of excellent speakers, and I would like to introduce them and ask them to stand as they are introduced.

The first session that we have this morning is a panel discussion entitled "Impact of the Reagan Budget Proposals on Vocational Education, Employment Training Programs and Private Sector Initiatives". The members of the panel include Ms. Elizabeth Schmitt, Chief, Bureau of Vocational Program Planning and Development, Connecticut State Department of Education, Mr. Richard Blackstone, Undersecretary of the Office of Policy Management and Mr. Wade Sayer, Executive Director of the Hartford Private Industry Council.

Our second session this morning will be a presentation by Robert Gable from the University of Connecticut. Bob has been primarily responsible for the linkages survey which we conducted. Following lunch, the major presentation will be by Mr. Ronald Van Winkle, Chief Economist and Director of Research, Planning and Development from the Department of Economic Development. The second session this afternoon will be similar to a panel discussion and will provide an overview of three successful linkage programs in Connecticut. Speakers will include Karen Finder, from the Career Education Program in Hartford Public Schools, Paula Colen, Youth Coordinator from EASTCONN, and Carlos Guardiola, Youth Program Specialist from the Bureau of Youth Employment Training Services. Following the three presentations there will be a break. Then we will have regional discussion groups.

Presentation by Elizabeth Schmitt, Chief
Bureau of Vocational Program Planning and Development
Connecticut State Department of Education

We're going into the 1980's with a lot of uncertainty and I think a while back when we were taking school administrative courses, we talked about ambiguity in terms of decision making and conflict resolution. I'm not sure what's going to happen in the 1980's, but it's certainly going to be different from what we've had in the past. I'm going to give you a little background on the Vocational Education Act and with whatever crystal ball I have, I'll give you some insights as to what the Federal funding for vocational education programs looks like for at least the next year.

The Federal government got involved with vocational education back in 1917 with the Smith-Hughes Act, and since that time the Federal role has changed as Congress has chosen to direct state and local municipalities to move in different directions. The most recent piece of legislation is the 1976 VEA Amendments which did change the role of states and especially local school districts in vocational education programs.

Currently the Federal government provides somewhere between 3 and 9 percent of the actual cost of vocational education programs. Traditionally, and currently under the legislation, the initiatives for use of those Federal funds have gone to serve currently underserved populations, including the handicapped and disadvantaged for example. Funding coming into Connecticut goes out to a wide variety of agencies to provide vocational programs: local school districts, our regional vocational technical schools, community colleges, and a smattering of special institutions for example, such as Department of Children and Youth Services.

The legislation itself does not have very strong roles for municipal governments or community based organizations which is very different from the CETA legislation. When congress passed the 1976 amendments, it gave states major new responsibilities for statewide planning and evaluation of vocational programs. I think that's quite significant because part of what we're looking at down the road in terms of the Federal role will probably mean keeping some of the same responsibilities but having fewer dollars to do it. Also, the last couple years, the state has taken on the role of distributing those Federal funds that are available in a relatively precise manner to eligible agencies. States are also required to provide a considerable amount of information on the supply and demand for trained workers, and part of the 1976 VEA amendments involved the development of the State Occupational Coordinating Committees across the country with primary roles for providing vocational educators and CETA program operators with better information on where the jobs were going to be and where the training programs are to meet those job needs. The Vocational Education Act also makes reference to coordinating all resources that were available for employment training programs and the CETA linkage role is very clearly spelled out in the current legislation.

Right now Connecticut, this year 80-81, is receiving approximately nine million dollars of Federal funds. Again, I would mention that nine million dollars is a very small proportion of what we are actually expending in Connecticut for vocational education. I would conservatively estimate somewhere around 90 million dollars is being spent. That would be with the local school districts, the Vocational Technical schools and Community and Technical Colleges. So, you can clearly see that for approximately every one dollar of Federal funds, local and state resources are putting in approximately ten dollars or more.

The Vocational Education Act which I've been talking about is due to expire next year. The current legislation goes through 1982 which puts us in a very interesting perspective when we talk about the budget cuts that are proposed and where vocational education will be in terms of the Federal role in the coming years. We have been for the last several months, assuming, and this is the assumption, that Connecticut will be expecting about nine million dollars of current level funding in the coming year.

We know now more clearly as Don mentioned earlier, that the House and the Senate are moving quickly on the budget reconciliation process and it looks almost positive that we will have a 25 percent reduction in vocational education funds from the Federal government. Both of the amendments that were the alternative budgets that were before Congress do not look like they will pass. That's good news for some people--not so good for others. We won't know for several weeks the specifics on how those budget cuts will affect vocational education. We will probably know towards the middle of June in terms of the total dollar amount, primarily because the budget cuts which are being voted on at this point in time are the total budget cuts and not line-items. If the 25% reduction comes through, we will be losing approximately 2.2 million dollars at the state level and if you know the way the grants flow from the state to local agencies we estimate somewhere around $750,000 will be reduced for local education agencies and about $800,000 for vocational technical schools and colleges. However, these decisions have not been specifically made primarily because we will not know the parameters of the decisions or how the cuts are going to affect us until Congress actually passes the law which allocates the money.

I've tried to point out in my remarks that the Federal role has been changing over time and that the Federal dollars we do receive for vocational education are a small portion of our state effort, and that there is a major role in vocational education by our local boards of education and our vocational technical schools and colleges. The Federal budget cuts assumed that the local municipalities and the state governments will pick up the slack. That's an assumption. We're not that optimistic because we know in Connecticut we are dealing with some very serious budget problems at the state level and in almost every town across the state.

So, in terms of my forecast, I do think we have the creativity in this room and across the state to meet those challenges. We're going to have to be very careful in terms of setting our priorities, in using our funds. I'm very optimistic in terms of us working on the situation and especially working with CETA in our linkage efforts. We've got, at the state level, some extremely good communications between the various departments in state government. The Education Department, Labor Department, and the Office of Policy and Management have the lines of communication open. That's one of the best ways to help solve our problems. Thank you very much.

Presentation by Richard Blackstone, Undersecretary
Division of Employment and Training
Office of Policy Management

Betty started out talking about Vocational Education, now I'm going to concentrate on CETA programs. First, I'll start by discussing the specific cuts by CETA Title and then follow up with a detailed analysis of the impact on Employment Training Programs. Actually the cuts in CETA are enormous. If they hold true, about 47% of the total funding will be cut. Funding is going from about $8.8 billion in 1980 to about $4.7 billion in 1982. The cuts are made in a number of ways, but the heaviest one is in Titles 2D, and Title VI. These two programs are subsidized public employment. In most cases, the phase down in those programs is taking place already. If the President's program is approved it must be complete by the end of September this year. However, some programs are still going forward but they must be terminated by the end of September. That has a great deal of effect on our people. It deals with 340,000 CETA staff personnel in the United States and about 2,000 in the State of Connecticut. The cuts extend beyond the PSE area. Special National Programs and Title III are affected. Programs such as displaced homemakers, ex-offenders. There's a reduction in that area of about $108 million or 54%. In the President's early announcements, he stated that there would be no effect on the summer youth programs. I guess that's going to hold for this summer. However, the latest administrative game plan recommends a major change in other youth programs under Title IV. The call is for consolidation of training programs for youth. Funding under Titla A, B and C and Title 4A will be folded into a single block grant to states and localities. In addition to combining these programs into block grants, the proposal would reduce the combined funding level of about $900 million to about

$700 million. This plan appears to follow the Reagan administration baseline criteria for grant management. That is, the consolidation of categorical grants into block grants, and reduction of overhead and personnel costs of government. The disposition of grants primarily to states will require states and localities to plan their own programs, establish their priorities and exercise controls for sub-grants to localities and non-profit organizations. With possible less federal funds and fewer regulatory instructions. Supposedly, such block grants would reduce red tape, water down maintenance of effort, and strengthen the process of targeted funding. However, some opponents to the block grant concept argue that it will increase competition within agencies and among different target groups such as youth or older workers. With limited resources, they claim the disadvantaged whom CETA serves would have to scramble for the few crumbs that are left on the shortened table. The President has also proposed a phase out of the Young Adult Conservation Corps and the youth in that corp under Title III during 1982. These programs currently provide about 45,000 job slots nationwide. Now, how do these cuts and reduced funding affect programs under the Governor's discretionary fund which I have the pleasure to administer. Elimination of the funding from the Youth Employment Demonstration Program under Title 4A will automatically zero out our 5% set aside for youth services. The phase out of the Youth Adult Conservation Corp will zero out the 30% set aside of funds for state and local YACC programs. So, slowly but surely we see our funds shrinking. Now, on the other hand, Governor's grants for combination of special services or coordination will not be cut since they are based on 4% of the Titles 2B and C. However, the 1% set aside to encourage linkage, and that's what we're here to talk about

today, will be pretty well cut in half. About 50% of the linkage money will be eliminated. Now let's consider the impact of this budget proposal in detail. According to most observers, an abrupt end to the public service jobs would have a devastating impact on several thousands of people who will be thrown out of work, and will affect their families and their neighborhoods. It could also have a negative impact on the entire national economy at this time of rising unemployment and economic uncertainty. Supply side economists and most Reaganites justify the elimination of PSE (Public Service Employment) and related programs by speculating that the proposed Kemp-Roth tax cut embraced by the President combined with cuts in government spending will automatically raise the gross national product and thereby create millions of new jobs which the unemployed can fill. These conclusions are widely questioned by other prominent economists. They point to the fact that 95% of PSE jobs are held by the people who are defined as economically disadvantaged. Further, a great portion of them have secondary market characteristics. This means that they have barriers to employment that are not easily resolveable by the simple improvement in the economy. Most CETA programs originated as a major design to improve employment for people unable to secure unsubsidized employment either because of high unemployment or because of structural problems, and to provide meaningful public service to our nation's citizens. There are positive spinoffs which have made many neighborhoods more desirable places to live and encouraged the influx of new residents and business, which in turn has generated more employment opportunities. Destroying CETA will close the door on many of these neighborhood self help activities. Many local governments will either have to increase the taxes to maintain them or eliminate them

entirely. Taking the first option will simply mean substituting federal taxes for local or state taxes. In the second, the valuable service will be lost. Further reductions will hit those who are most in need and those who are the least capable of obtaining unsubsidized employment even in the best of times. Hence, there is still going to be a need for employment training. This is the time we will have to re-examine our priorities and design more effective programs to address the problems of the structually unemployed, and the economically disadvantaged. Our new Assistant Secretary for Employment Training in the United States Department of Labor has already thrown the challenge to the nation's unemployment and training system in outlining the prerequisites to making important policy decisions about the 1982 reauthorization of various programs which include CETA and Vocational Education. Despite the adverse impacts, I think that we can meet the challenge; that we can devise new ideas and programs on the assumption that there are going to be block grants, and we have more and greater opportunities to be creative than we have now. CETA is known as a diversified program. That is not what it is. We are very heavily controlled by the Federal Labor Department and assumptions are that the block grant process should diminish that considerably. While I have a great deal of respect for the Federal Representatives with whom we work, I also acknowledge the fact that they are enforcers, not those who come basically to assist. So, I think we should all recognize that perhaps in all of this, there is an opportunity. I look forward to working with that, and hopefully we in Connecticut can create an attitude and an atmosphere which we can transport to Washington, D. C. to influence the decisions particularly in the reauthorization of the CETA Act.

Presentation by Wade Sayer, Executive Director
Hartford Private Industry Council

Perhaps the Private Sector Initiative Program is being smiled upon, at least temporarily. That may mean the ax is just hanging out there a little bit longer for us. I'm not sure how well versed you all are on CETA and the titles and the programs within CETA. Let me just back up a little and tell you a little about what the Private Sector Initiative Program is. When CETA was reauthorized in 1978, Congress and the Carter administration created what is called the Private Sector Initiative Program. It is Title VII of the CETA, Comprehensive Employment Training Act. The whole nature and mandate of the PSIP program was to create in every CETA Prime Sponsor Area, of which there are not about 480 to 490 around the country, a Private Industry Council. I represent Hartford at one of the 490 Private Industry Councils.

The Private Industry Council is by legislation and regulations, mandated to have a majority of business representatives on the board and to work cooperatively with labor organizations, educational organizations, community based organizations, and with vocational education programs and economic development programs.

The question of the impact of the Reagan budget: it is true that for 1981 the Reagan people have left the same budget allocation as the Carter people had proposed, which is an extension of the same amount of money that we had last year. Nationally, it amounts to $325 million dollars. As a piece of CETA, it has been a fairly small piece, roughly 5%. As CETA is cut, and my understanding is that CETA is going down to close to 4 billion dollars nationally, the piece that is Title VII-PSIP will be a larger piece of a much smaller pie. I'm not sure if that's good or bad, however.

One of the other things I want to point out is that we are a demonstration program. We were created as a demonstration to find out - Could the Private Sector get involved in the publicly funded employment and training and educational network that exists within each city and municipality. In some areas, I think we can say without question, it has. In other areas of the country I can say without question, it has not, it is totally ineffective. The jury is still out on PSIP as a program. However, within certain areas of the country and in certain cities, and I think Hartford happens to be one, it is making it's influence felt not only within the CETA system - not only within the employment and training that is funded under CETA, but it's also starting to have an impact on vocational programs and economic development programs, and hopefully on vocational education programs.

What I want to pass on to you is some information I found out last week listening to the Assistant Secretary of Labor for Employment and Training.

One, he's got a new management style. When he took over the Employment Training Administration the Department of Labor he had 17 people reporting to him. He came out of the Private Sector and said if you have 17 people reporting to you, you don't have anybody reporting to you, and he's probably right. He's cut it to 3 and has reorganized Employment and Training to 3 separate divisions. One for training which will encompass all CETA programs as well as all planning and evaluation programs, and special research programs. The second division is unemployment and the US Employment Service. The third division will be in management. The management of the regional offices and their technical assistance to local CETA Prime Sponsors and Private Industry Councils and program operators. He promises, and I'd like to hold him to this promise,

that the regional Federal Representative and the regional offices will get much more into the business of being facilitators and assistants than they are now, which is as Dick said, pretty much monitors and policemen. I certainly hope he's right.

The second thing he wanted to point out to us was that there are new priorities in the Department of Labor. His new priorities are based on the fact that he endorses the Reagan Administration budget proposals and hopes all that will go through, tax cuts budget reduction, stimulation and reinvigoration of the private sector etc. Within the Department of Labor, he's saying that his priorities are going to be -- one, first and foremost, training. He wants to see CETA and the Department of Labor become basically a training facilitating organization - not income maintenance - not income transfer - not counter recessionary gimmicks. He wants to become an institutional training organization and in that I basic-basically agree with him. I think that's the direction ETA has to have. He's looking for performance based programming and by performance based programming and by performance based his bottom line is placements: placements of people into jobs. For those of us in the CETA programs and those of us in vocational education programs I think we should understand that's exactly where the Department of Labor is coming from. He's looking for a bottom line that's going to say "X percentage" of people who went into a program were placed in unsubsized jobs. His second priority is taking a long look at the reauthorization of the Comprehensive Employment and Training Act which comes up in 1982. Not only did Secretary, Argrisani speak to this issue but we had people from the Department of Labor, people from the Senate, people from the House speak to basically the same issue. What they're saying is - it may not be CETA in 1982. It may be CETA; it may be vocational education; it may be the Wagner-Peyser Act which authorizes

the US Employment Service; it may all be combined in some form of comprehensive legislation to make all of that somehow work more closely together. That means linkages - that means better cooperation among program operators on all levels within the educational system - within employment-referral systems and within training systems. I happen to think that the study being done by the University of Connecticut and the State Department of Education is going to put us in a very good position to be ahead of the game when that CETA reauthorization of vocational education happens, and I think it's going to happen in 1982. His other priorities, as you might have guessed, are audit closeouts. Everybody owes the government money, therefore you have to pay it back. They're going to come down and try and get back all the money they think is owed to them out of here in the municipal districts. His fourth priority, was youth, and by youth he didn't say he was going to extend a youth act, or reendorse a program that the Vice President's committee last year came up with, but he does have youth as a priority issue simply as a cost effective way of investing federal dollars. He looks at it very much in a cost effective management way. A dollar invested in youth has a forty year payback whereas a dollar invested in an older worker has a 10 year payback. He sees national emphasis on youth programming in the long run. That again influences vocational education and the educational linkages with CETA and other employment and referral service programs.

Let's speak briefly about PSIP and the Private Industry Councils. The demonstration will continue, we're virtually assured of that. They've assured us of basically the same level of funding next year as for this year, which is about the same as last year. We are seeing nationally

a lot of Private Industry Councils that took a long time to build, really getting some momentum started, getting up and running. That momentum is started and it seems like it's building up steam faster and faster. The public-private cooperation that is generating through Private Industry Councils having the business community and publicly funded community working together is clearly high on the priority list of the Reagan people. They see that as the ultimate solution to the problems of the country: Public-Private Cooperation. The other things that the Department of Labor is looking very strongly at is a new linkage in vocational education. We at the local level are all encouraged to reach out and to work towards better cooperation with vocational education programs, providing you in the vocational education business with some information about what employers need in the community and any assistance, advice or guidance you can use in curriculum development, technical assistance and resources so that you can turn out a product that then will be employable in the private sector.

The third thing they're looking for is linkages to economic development. It's not enough that we simply put CETA people into jobs who then displace other people who become CETA eligible. What we really need, community by community, is job creation - more jobs for a fixed number of people. For that, the Department of Labor is encouraging linkages with economic development programs. The job creation process doesn't mean necessarily going to West Germany and attracting a company to come into your town. What it means is finding those small companies with 3 to 10 or 12 to 15 employees and nurturing them and helping them to grow and that's how jobs are created. The MIT-David Birke study that came out a year or two ago said something like 70% or 67% of all jobs created in New England are created by employers with 25 or less employees.

That's where we see our work cut out for us. They also happen to be the hardest group of employers to get to. Small employers who are working in their garages, basements, very small shops but that's where we have a role we play.

Finally, the larger picture and beyond the PSIP program. What would be the impact of the Reagan administration, the budget program, their supply side economics on the economy in general? If you listen to what the Stockman people say we will have a reinvigorated private sector, more money spent on capital investment through depreciation allowance acceleration, tax incentives, the potential of creation of enterprise zones, less bureaucracy, less regulations, less government on the backs of business. The jury is still out, obviously. I would recommend to you an article in the New York Times magazine last week-end by Lester Thurow, who takes up the question of supply side economics and simply says the Reagan people are wrong. They've targeted in the wrong place. But supply side economics can work. Will it work? I don't know, nobody knows. I think their point is well taken that for 20 years we've muddled along and it hasn't worked so well, so let's try something else. I hope it works. I think we all hope it works. No one would like to see more invigorated private sector, more jobs and all of that than the people who work in employment and training and in education. For now, we will just have to wait and see what happens with the private sector.

Presentation by Ronald Van Winkle
Chief Economist and Director of Research Planning and Development
Department of Economic Development

I'm very pleased to be here to talk to you. Those surveys that we heard about earlier remind me of a story I heard recently. A few years ago there was a survey done on the problems facing America and the solutions to them. One of the questions asked was whether the problems the average person faced were due to public ignorance or public apathy to which one respondent said "I don't know and I don't care".

Let's turn now to some economic history with an eye toward what's been happening in Connecticut's economy. Figure 2 shows the Connecticut and National unemployment rates for the past years. As we can see, through the early seventies, the Connecticut unemployment rate was above the National average. In 1977 the Connecticut rate dropped below the National average, and it has remained there since. The Connecticut rate is now 5.9%; the national rate stands at 7.3%. There are a lot of reasons behind that rate being below that national rate which I'd like to talk about today.

A study recently released by a Washington organization says that the Northeast and New England are dying. This conclusion is based on data collected between 1970 and 1980 which show declines in employment and a number of other problems. In fact this was true through 1975. Between 1970 and 1975, the Connecticut economy added only 26,000 jobs. Between 1975 and 1980, we added 201,000 jobs. This was a dramatic change. In fact, there's a kink in that economy. The whole economy turned around about in 1975. We experienced the end of the Viet Nam War, which wiped our economy out, and we experienced the 1975 recession, which wiped out our capital goods producers. However, once we shook out all the companies that were in poor shape, we ended up

UNEMPLOYMENT RATE - CONNECTICUT vs. U. S.

[Seasonally Adjusted]

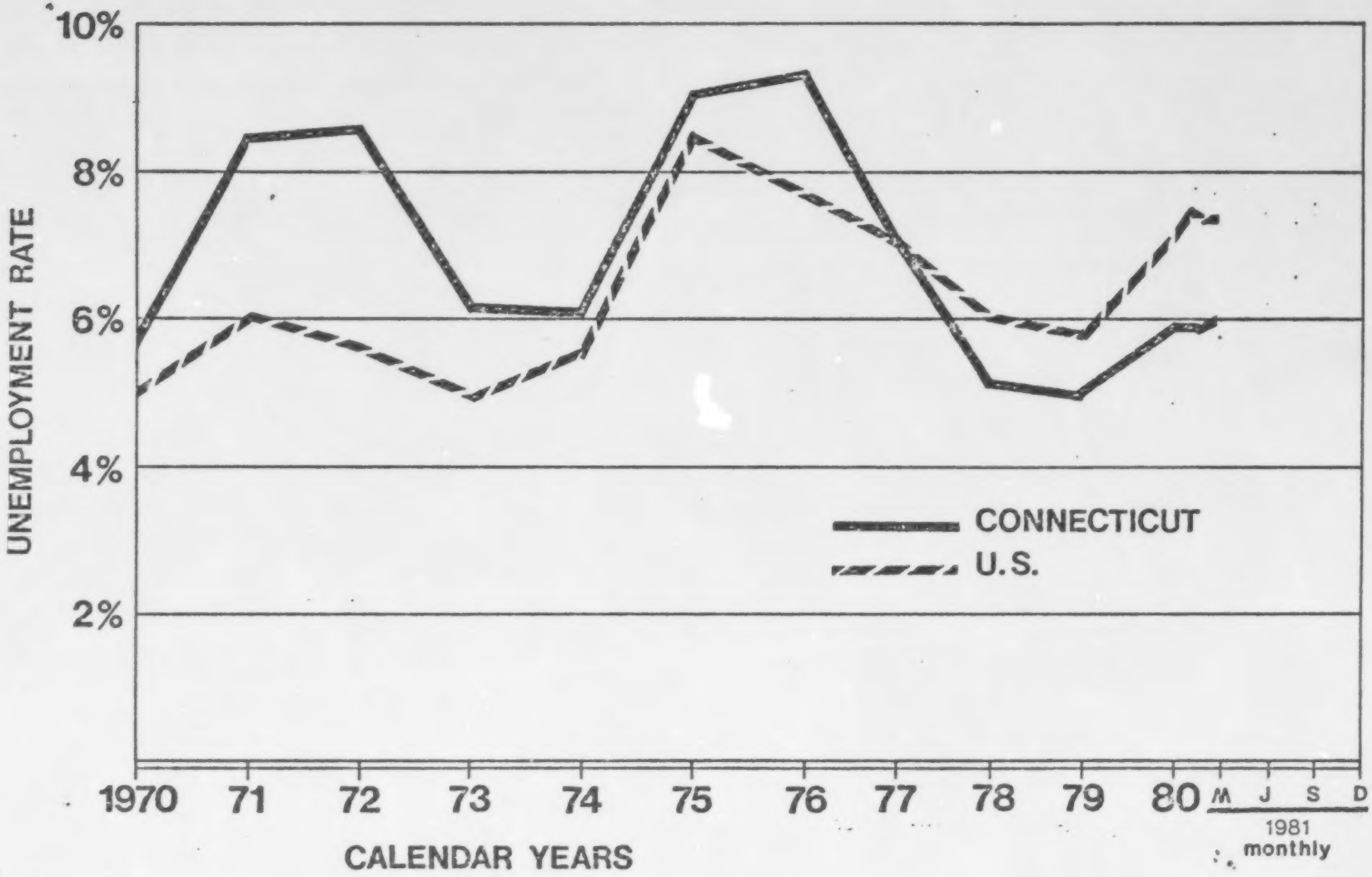

Figure 2

with an economy in excellent shape; moreover, we have been performing very well since then.

Manufacturing employment is very interesting in that 52,000 jobs were lost between 1970 and 1975 while 53,000 were added between 1975 and 1980. Today there are about 440,000 jobs in Connecticut manufacturing. However, a lot of the jobs that existed then are not here now. Thus, there has been a tremendous change in the industrial base. Let me talk about some of the studies of our economy, how many jobs we lose every year, and where jobs are being created.

Between 1970 and 1975 Connecticut manufacturing output dropped 18%. During this same time U.S. manufacturing output rose a very small 9%. Since 1975 Connecticut has witnessed a 51% increase in output. That's goods going out the door not dollars of output. The U.S. economy has gone up only 24%. We've been outperforming the total U.S. A lot of this is due to the fact that the economy was at a bottom in 1975. I ripped this chart (Figure 3) off my wall as I was leaving my office. I love this chart. This is manufacturing employment in our state. The 1967 peak is about 490,000 and the bottom in 1975 is about 370,000. The period runs from 1952 to the present day. This is an incredible chart. You wouldn't have expected our economy to be bouncing around like this. The Korean war produced the peaks in our defense economy and the ending of that war created substantial declines, and the 1958 recession hurt the Connecticut economy again. Between the peak of 440,000 jobs in 1957 and the low of 370,000 jobs in 1975 our state economy lost 70,000 manufacturing jobs. This was not a defense recession but a capital goods recession. During the whole period of the 60's Connecticut never reached the level of manufacturing jobs achieved in 1953 until the Vietnam War. The Vietnam war bounced us up to some incredible

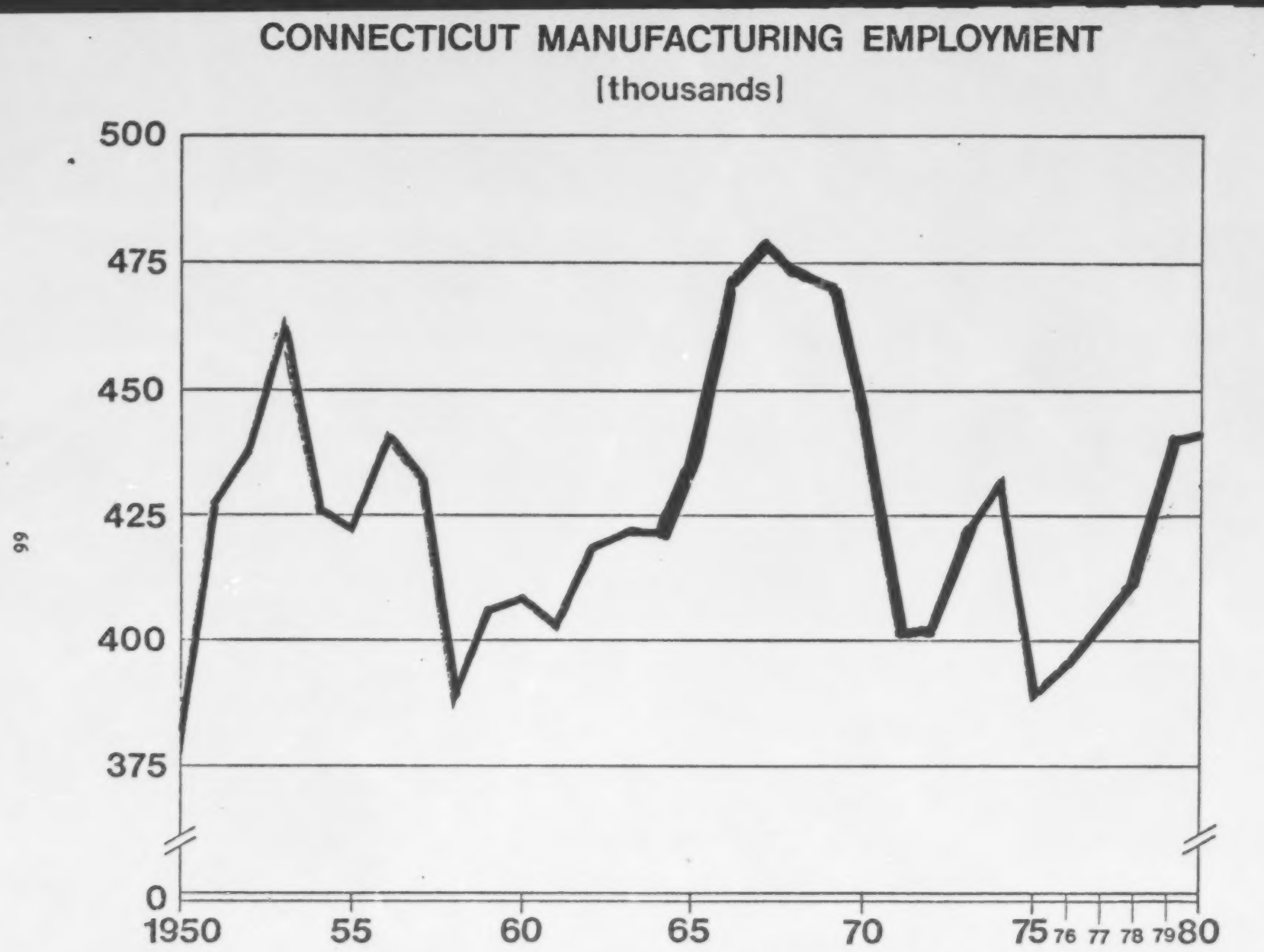
CONNECTICUT MANUFACTURING EMPLOYMENT
[thousands]
500
475
450
425
400
375
0
1950
55
60
65
70
75
76
77
78
79
80

Figure 3

highs of manufacturing employment; 490,000 people employed in the manufacturing industries because of aircraft engines, submarines, bullets and everything else that was being produced by Connecticut industries. The Vietnam War ends and there is an incredible drop from 490,000 down to 370,000 people employed in 1975. The drop in employment and the economy in this period is so sharp you couldn't take a sled down a hill that steep and live. This just destroyed the economy. Think of the implications for training. You're involved in training people. We didn't need people trained. We had them all out there on the streets; they could not find a job. This was a serious problem for the economy and a big problem for you.

Notice what happens in 1975 when there was a recession in capital goods mostly. Again, a percipitous drop in the economy in Connecticut and in New England. The Northeast took the brunt of that National recession. This was the worst recession since the great depression. Our economy began to recover in 1975 and that recovery is unlike any other period in our past history. A remarkable recovery and a lot of it is due to the diversification of our economy, and the growth of new high technology industries. The recession last year dropped manufacturing employment down to about 428,000 and now we're back up above 440,000, which puts the present manufacturing employment higher than any period except for the Vietnam and the Korean wars. So our manufacturing economy is volatile, and it is volatile like you wouldn't believe because of the tremendous problems in past history due to the business recession and the defense cycles.

There are six or seven myths about economic development that I want to debunk this afternoon. The first one is that Connecticut manufacturing is dying because firms are moving to the sun belt.

What hogwash! As you see from Figure 3, the manufacturing economy is coming back very rapidly, better than it's ever come back. We're talking a whole new economic base here. We're not talking about the same old industries that we saw cause us problems in the past. We've shaken out a lot of older industries. We are not seeing firms move to the sun belt in droves. Figure 4 shows examples of firms that have moved from the sun belt to Connecticut. Borg-Warner based in California opened in Trumbull. Hallmark Cards, which is based in Kentucky, put a plant in Enfield; ITT Technical Center of Florida opened in Shelton; Frito-Lay put a plant out in Killingly. A lot of sun belt companies are branching into Connecticut, just like a lot of Connecticut companies are branching to the South. In fact, a study has done by an MIT economist, David Birch, which changed the way economists, economic developers, and policy makers think about this state's economy.

Everybody was assuming that Connecticut, New England, and the Northeast were losing jobs because of wholesale moveouts of companies. David Birch showed that every state in the nation loses about the same percent of their jobs every year. All regions are losing jobs at the same rate. He says that 8-10% of all jobs are lost every year. But as Birch pointed out it's not job loss, it's not a company moving from one area to another but it's the fact that new jobs are not being created as rapidly in the Northeast as they are in the sunbelt, that is the problem. It's the fact that we're not seeing as many startups of small firms in Connecticut as Alabama is seeing, as Georgia and so forth. Replacement jobs are critically important; without them you end up with higher unemployment and a deteriorating economy.

The second myth is that the defense industry is getting larger in our state and is responsible for the recent performance and growth

"SUNBELT" FIRMS ATTRACTED TO CONNECTICUT

Company	Origin	CT Location	Jobs
BORG-WARNER	CALIFORNIA	TRUMBULL	80
NIMSLO CORPORATION	GEORGIA	THOMASTON	140
COMMERCIAL TECHNOLOGY	TEXAS	BRISTOL	50
GENERAL ELECTRIC	KENTUCKY	MANCHESTER	40
HALLMARK CARDS	MISSOURI	ENFIELD	500
S.P. RICHARDS	GEORGIA	EAST WINDSOR	37
J. GIBSON MCILVAIN	MARYLAND	KILLINGLY	12
GENERAL FIBERGLASS	SOUTH CAROLINA	STAMFORD	110
ITT TECHNICAL CENTER	FLORIDA	SHELTON	400
STAUFFER CHEMICAL	CALIFORNIA	FARMINGTON	200
FRITO-LAY	TEXAS	KILLINGLY	600
MALLINCKRODT	MISSOURI	EAST WINDSOR	40
RALSTON PURINA	MISSOURI	FRANKLIN	350
PILLOWTEX	TEXAS	MANCHESTER	200

Note. These are among 26 "Sunbelt" firms which have established operations in Connecticut over the past five years, involving 3,000 new jobs

Figure 4

in the economy. That's balderdash! The defense economy was responsible for the major depressions in the Connecticut economy. About 5,000 of the 52,000 jobs created in the last five years were in the defense industries. There are presently about 90,000 jobs in our state that are defense related. However, the defense economy is becoming a smaller portion of our economy and not a larger portion. United Technologies, Pratt & Whitney, Hamilton Standard, Electric Boat, Kamen and a number of others are very important to our economy. There are a lot of jobs there. I want to make note of that. What I'm saying is that they're not growing in importance in our economy, they're shrinking in importance in our economy. Other firms are growing in importance, and most of them are small companies.

Two years ago the legislature asked us to take a look at the defense economy. Our study showed that Connecticut was number 1 in per capita defense contracts. That means that we get more defense contracts per person in Connecticut than any other state, and almost twice what the next nearest state gets. Essentially, defense contracts go to only two companies, since 89% of these dollars go to United Technologies and Electric Boat. Only 11% go to the smaller companies and companies that are associated with those firms. Thus, when we talk about defense dependency, we're really talking about the fact that we've got two major employers in our state which have a tremendous impact on the local economies. Those employers are important to our local economy, but the companies that are growing and coming into our state are non-defense oriented.

The third myth is that corporate headquarters are fleeing from New York to Connecticut and that corporate headquarters are one of the major reasons that we're such a great state and growing so well.

Well that's horsefeathers! Corporate headquarters were coming here. They fled from New York in the early 70's. A lot of them moved to Greenwich, and a lot of them moved to Stamford. But now Fairfield county is getting crowded and very few headquarter type firms are moving in. So, we have a problem. We haven't seen that many corporate headquarters come to Connecticut in the last five years. Union Carbide is an exception. We haven't seen that many and they haven't been that important to the problems that we face in Connecticut.

When a corporate headquarters moves in it brings a lot of dollars, a lot of people to our economy, but it doesn't address the major urban unemployment problems. Our unemployment doesn't lie in white collar workers. Our unemployment lies in blue collar workers. Although corporate headquarters do generate retail sales, to that extent the unskilled are hired into those jobs, but corporate headquarters don't have any impact on our manufacturing base. In fact, in Stamford it's had a negative impact. We have manufacturers down there who can't afford to buy an acre of land to expand because it's too expensive. So what do they do? They move out of Stamford. As a result, blue collar jobs are disappearing while the blue collar workers are not. Now they have to leave the area or they have to often take a lower paying job. It's causing a substantial problem in lower Fairfield county and I would personally consider the attration of more headquarters to that area as more of the hindrance in economic development than a help.

The fourth myth is that economic development is in big business. That's bull! It's certainly not. It's little businesses. Over the last 10 years, the total employment of the 100 largest employers in our state hasn't changed. It's the same level it was 10 years ago.

David Birch from MIT who did the study on our economy and the way firms locate did a study on small businesses. He found that small businesses are generating all the jobs. He broke the economy into two groups, large businesses and small businesses. He found that small businessee are the ones that are generating all the jobs. Large businesses as a group have kept their employment constant throughout the Northeast and in particular Connecticut. Small businesses as a group are responsible for the creation of 200,000 new jobs in our state in the last few years. That's a tremendous change in our economy. Small businesses are those with less than 100 employees. Ninety-seven percent of the business establishments in Connecticut have less than 100 employees. Suppose we define small businesses as those with less than 20 employees. If that's small, we're talking about 86% of all establishments in our state. When we all think about economic development we think of what the papers tell us. Honda Corporation is coming in, or Union Carbide, one of the large corporations which we promote. We put it in the paper because that's the only thing that the paper will print. They're not going to print some small machine shop went from 10 to 20 employees, doubled their employment. That's not news. But Honda Corporation is news. So that's what you read in the paper. That's important to our economy without a doubt. But it is not the thrust of what's going on in our economy.

My fifth myth is that Connecticut can't compete because of high taxes. We have the second highest corporation tax rate in the land, currently 10%. The percent of taxes paid by business in our state is the 10th highest in the nation. We follow Texas, Wyoming, Alaska Louisiana and five other states that have severence tax in oil, coal and other such natural resources. These states generate their revenues

by taxing these resources, but essentially you pay for that tax in Connecticut, along with your other taxes. So Connecticut is a high tax state. But as much as high taxes are a detriment to corporations moving here, they turn out to account for only 3-5% of the total revenues of a firm. So it's a minor portion relative to labor, which turns out to be two thirds of the cost of production in a manufacturing firm. But taxes are still important. A poor tax climate gives a negative perception of economy, but from an actual dollar point of view it is not that important.

We also have high energy costs. Suppose you operate a manufacturing facility that demands 10,000 KW. The bill for these 210,000 watts of generating capacity in Bridgeport would be $1,104.00. Put that same facility in Seattle and the bill would be $122.00. That's high energy costs. If you're using a lot of energy, you better not be in Bridgeport. The reason Seattle is so low is because they have a lot of hydro out there. But Connecticut has always been a high energy cost state. In the middle of the sixties, before the Arabs ever thought about forming a cartel, Connecticut was a high energy state. We've never had a lot of firms here that were heavy energy users, other than some of the very earliest industries like the brass industry. Besides losing their markets because brass became less important, the cost of energy was one of the major reasons that brass became nonviable. Energy accounts for a very small portion of a manufacturer's value added in Connecticut. The proportion of energy costs to total costs is minor for the types of firms we have in Connecticut because of our history of high energy costs. When energy prices go up, it hurts. We all feel it, but to manufacturing it's a small piece but

it's a negative piece of the whole action so that it doesn't really affect our states competition when we look at other factors such as wages.

My sixth myth is that Connecticut is a high wage labor cost state. Connecticut is not a high labor cost state. The figures for January, 1981 indicate that a production worker in the United States has an average hourly income of $7.49. The average hourly income for the same type of worker in Connecticut was $7.14 per hour. We're substantially below the average production worker's salary. That's what sells Connecticut. We are competitive or better when it comes to labor costs and in addition Connecticut workers are some of the most productive in the nation. Wages are high in some industries, but they are not that high in the state as a whole.

Finally, the seventh myth is that Connecticut is moving into high technology. It's not true. We're not moving into high technology. We've been there for years. United Technologies started 50 years ago building aircraft engines. Kaman Aerospace was started by Charlie Kaman in 1945. He had $2,000.00, an engineering degree, and was 25 years old. He came up with a new way to control the helicopter propeller. His firm is now $380,000,000.00 in sales. Everybody talks about Digital Equipment and its growth from a small firm. Kaman, Times Fiber Optic, Gerber Scientific and a number of other Connecticut firms have done the same thing, not necessarily in electronics but in high technology. Connecticut has traditionally been there. We've always been a high technology state. Massachusetts did a study called High Technology Employment in Massachusetts and in Selected States. This just came out the other day, and not surprisingly it shows that

Massachusetts is one of the highest technology states in the nation. They rank second and Connecticut ranked fourth. Well one of the industries they left out of high technology for some reason was Aerospace. When we add Aerospace in there to the others we outperform them by a tremendous amount. We're number 1 in the nation in high technology when we take into account the Aerospace industry; Massachusetts falls farther down. So, the perception of high technology is a real problem. High technology is in drugs - it's in genetics - it's in electronics - it's in aerospace - it's in optics - it's in medical instruments - it's in industrial machinery, in Robotics. We've got the major manufacturer of industrial robots in our state in Danbury called Unimation. We are a tremendously high technology state, but it's not in the kinds of products we all think about as high technology. We have long had that tradition.

So what does all this mean to Vocational Education. Well, Connecticut's major asset and the thing that we sell when we sell this state, is the people. We don't have oil here. We don't have a natural port with a tremendous development. We don't have a lot of things that other states do. What we have are people - people with exceptionally high skills. Our data on value added per worker, which is a measure of productivity, puts Connecticut way above any other state in the nation on productivity. Yankees are highly productive. In education and skill levels we're unmatched. The Department of Economic Development sells that point. Unfortunately all of our skilled people are working right now, so that's why your job is so important. But the education and skill levels in Connecticut are what make firms knock on our door.

There lies a challenge to you because the 80's are going to be a very difficult time. I'm sure you've heard people talk about changes in the labor force. In the decade of the 1950's the state's economy added a half million people. In the decade of the 1960's the state's economy added another half million people. In the decade of the 1970's we added 75,000 people. We're not growing very rapidly anymore. People aren't procreating - I think it's in the water. We're just not growing. In the 60's when you turned 18 or 21 or whenever you entered the workforce, there were a tremendous number of people looking for jobs. There were more people looking for jobs than there were jobs available. The states economy was extremely strong at that time. Today the number of 18 and 21 year olds entering the labor force is dramatically down. And five years from now that situation is going to be much much worse. We're not going to have people coming into the work force that are traditional work force entrants. Those who will be entering the work force will be non-traditional workers.

In the seventies, women came into the work force in droves. The jobs were there. Manufacturer's needed the women. Maybe that's why they opened the doors to them. Women were also changing their social role, and that made a big difference to our state's economy. We brought in a tremendous amount of female workers. The question is how many more are out there to bring in? It appears that there are many out there. But how many of these are outside the economic mainstream, the ones that are harder to train, ones having only the basic skills? We need those people to grow, even at a time of high unemployment with a 6% unemployment rate. We need all of those people through the 80's.

We're not going to get them by having the traditional high school graduates. We're not going to get them by having surburban white male kids come into the work force and look for a job. That's not where we're going to have to draw from. Your role becomes critically important there because not only do you have to train people but you have to train a different type of person than you have been training. That problem becomes more significant the farther on in the decade we go. We're going to be training the harder to train. Those with special problems, those with poor work habits. Connecticut can not grow because we promote it. We can't promote something we don't have. You can't promote a lousy product. You can't promote a product that's not there. We can only promote something that's valuable, that somebody wants to have, no matter how good a marketer you are. What we can do is produce a good product, and that's where you come in. You can make Connecticut grow by producing a good product by keeping the skill levels high. We are a high skill, high technology, fast growing, a strong economy but we now have some interesting problems facing us. We're drawing upon people we never drew upon before. We have a chance to make some social changes in our economy. What is your role in all that? You've got to go out there and work hard because your role not only is important, it's critical today, because we need those people more than ever. We can make a difference in Connecticut In fact, whether we grow in the next ten years or don't grow is going to be based solely upon whether we have skilled people in our state. You can produce an excellent product. We can sell it.

Presentation by Karen Finder, Career Education
Hartford Public Schools

I'm Karen Finder, an Administrator of Career Education in the Hartford Public School System. I'd like to describe to you some of the very interesting linkages that exist between CETA and the Hartford schools. The major one, which I'm sure many of you have heard of, is the Workplaces Program. This program is funded directly from the Prime Sponsor using monies provided by the United States Department of Labor. For those of you who do not know the Workplaces Program, I would like to give you a very fast overview of what it is composed of.

The Workplaces Program is an alternative Vocational Education program which supplies vocational and academic training for youngsters who have decided to leave the main school population to seek training at an alternate educational site. Workplaces is presently located at 34 Sequassen Street, the former Greater Hartford Community College site. It will be moving to 110 Washington Street in the fall.

The vocational training component provides opportunities for youngsters to explore and be trained in five basic career areas. These areas are: Automotive, Insurance and Banking, Communications, Electro-Mechanics and Manufacturing and Health. The Health Career Center is located at the Hartford Hospital. The Automotive Center is at Buckeley High School, and the Communication Centers are at two CRT locations. Other career centers are situated in various locations throughout Hartford. A youngster attends the vocational training component for approximately 3 hours each day. In addition, he/she attends academic classes located at the Academic Center, on 34 Sequassen Street.

Much of the academic training is directly related to what the students are doing in their vocational training center. There is an individual, called a "Career Development Specialist", assigned to each of the career training centers. They are the intermediaries between the academic center and the vocational training site. The academic training center teacher supplies information about the students' progress in the academic area to the Career Development Specialist. The Career Development Specialist transfers that information to the student and to the Center Manager at the vocational training site. There is constant communication between the regular school program and the vocational program. Workplaces is currently servicing approximately 187 full time students. There is a new core group that is coming as a result of our mid year recruitment consisting of approximately 100 more youngsters. We then will be reaching our goal of 300 youngsters.

The Workplaces Program also offers a part-time program for youngsters interested in vocational training after school. At the end of the day these students go to one of the vocational training sites and have two hours of training through this program, which is commonly referred to as the YETP program. In addition to the YETP program, the Labor Department set aside some monies for some demonstration projects which allowed for the exploration of a basic educational question: Does vocational training impact on the academic performance of youngsters? These projects also explored some of the ideas of entrepreneurship to see whether youngsters involved in their own business can in fact get turned on to school through their work in the real world. It was through this Department of Labor special grant, through the YEDP Demonstration Projects, that allowed for the creation of a series of Ventures.

The difference between the vocational training programs in Workplaces and the Ventures program is that youngsters are given the opportunity to have vocational training, but primarily are responsible for the production and creation of a product that they would in turn sell with the assistance and supervision of a Center Manager. For example, the auto shop trains students to repair cars and learn the skills necessary to enter in the auto sales industry. The Auto Program also operates its own used car dealership. Students go to auctions to purchase cars. They also sell the cars they purchase at these autions. In fact, the Superintendent has purchased one of the vehicles that has been purchased and worked on by the youngsters in the program. If you're interested in a used car contact Mr. Carlo Foresi at the Auto Career Center Workplaces.

The Communication Center operates the printing Venture. If you need business cards, or if you have a conference function that you'd like to have materials printed at a very reasonable rate, you might want to contact Mr. Albert Jordan at Workplaces .

The Youth Bank is another example of a Venture program. The Youth Bank allows students to learn about the banking industry. In fact, it set up its own teller operation in Buckeley High School, and is now going to be opening up a branch office at Hartford Public School. Youngsters can cash the checks that they are getting at the work programs that we run in these schools. Not only does the youngster who is interested in banking get a classroom theory experience, but they also get the "hands on" experience through training classes conducted by the Society for Savings bank.

There are two other types of CETA linkages that I want to share with you today. One is a more recent marriage between the Office of

Policy and Management and the Division of Vocational Education which is helping Hartford serve out-of-school youth. Ten percent of the Workplaces population must be potential dropouts. The Hartford School System does not have a program that serves out-of-school youth. It was the hope that the Success Through Employment Program (STEP) would allow for the servicing of these youngsters. Originally, the contract was written for 50 youngsters. We found in the course of the operation of the program that we had to make modifications in that contract because there were so many youngsters out there that needed the kind of service that we could provide. It was an alternative program. It provided an opportunity for youngsters to get basic skills, remediation and the potential of receiving their high school diplomas through a GED program. It also provided the opportunity to get vocational training at one of the sites in the Workplaces network and to be paid while getting this experience. We also included day care for this population, but we have found that many of the youngsters who were out of school have day care services already provided through other social service agencies. We were able to modify the budget and use the monies originally allocated for day care for student wages and transportation expenses.

There is still another type of linkage we have that I want to share with you. Many of you have heard about the Hartford's Metal Machining Program. That program also provides a service to a population that is not being served as well as it could be in the full time Workplaces Program. The Metal Machine Program has 50 youngsters; approximately 50% are limited English speaking. Youngsters receive training as machine operators through this program.

Just to again briefly review, "Workplaces" is a major program. It has full time and part-time programs and serves approximately 500

youngsters. There is the STEP program serving out-of-school youth as well as the Hispanic and non English proficient students that are being served through the metal machining program. I believe that the Hartford Public Schools, working along with the Prime Sponsor, has been able to effectively develop, implement, and maintain specific vocational training programs, uniquely designed to successfully meet the employment training needs of the Youth in Hartford. If you would like to learn more about Workplaces and set up a site visit, please call my office at 566-6090. I'll be happy to schedule an on-site visit to one of our five Career Centers.

Thank you for giving me the opportunity to share with you some of the "good things" that are happening in Hartford's schools.

Presentation by Paula Colen
Youth Program Coordinator
EASTCONN

EASTCONN is one of six regional education centers in Connecticut. EASTCONN's youth program is funded under the YCCIP portion of Title IV. It is designed to serve high school dropouts who have been out of school for at least a year who are between the ages of 16 and 19 years of age. The neat thing about the program is that our clients are referred from a variety of sources, school personnel, employment service and, amazingly enough, self referral. The kids are starting to refer themselves to the program.

The program serves 13 towns in eastern Connecticut. It represents the collaboration of an extensive network of projects and agencies which serve youth in eastern Connecticut. It's goal is to provide academic and training programs for youth whose employability is restricted by the lack of basic and technical skills. Most of the students who are working are not on grade level. They are 3-4 years behind grade level, and in most cases that's one of the reasons why they dropped out of school. They just couldn't keep up with the work. The program consists of three components: basic academic skills, vocational training and career skills.

The other thing that I think is a nice element of our program is that we have worked out an arrangement with the sending school (i.e., the school that the student last attended) to grant student credit for the work that he does in our program. Project staff get together with LEA staff and work out the kinds of credit that that student needs to graduate from his/her high school, and the student is given that credit. Students do have an option to work and to be prepared for the GED if they so desire and do not want to go back to high school to graduate.

Students spend two hours per day in academic programming and four hours in vocational training. They're paid for the vocational training but not the academic portion of the day. They are paid minimum wage, naturally. Transportation is another unique thing that we worked out with the LEA's. Students between 16 and 19 sometimes have their own transportation, but other times they don't. For those students who cannot find their own transportation, LEA's have agreed to provide the transportation to the program. We have been 100% successful in doing that. Students who cannot get to the program site are therefore not prohibited from the program.

I would say that the element of our program, that aspect of the program which makes it a success (and I think it must be since we have 15 slots and we have a waiting list of 50 students), is that it's off site. The student does not have to return to the high school from which he dropped out. There are very close relations and linkages between the LEA, the program, the employment service, other CBO's in the area, the university, and a whole variety of other agencies and social service organizations. Students are treated on an individual basis. We take the student where he/she is academically and vocationally. He is not asked to keep up with the class. He can progress at his own rate. Weekly evaluations are done on each and every participant, so the student gets feedback. He is also asked to sign his evaluation form and is allowed to agree or disagree with it.

The other thing is that we've had very good success in placing the students at the end of the program. For example, last year we had five students who took the GED and passed. We found them unsubsidized employment. Three returned to high school to graduate and are graduating this year with their high school class. One joined the Navy. One went

on to college after graduating with his high school class.

I think the last thing I would say if anyone's going to get involved with working with dropout students or potential dropout students, is that the most effective thing that we have found with these kids is the type of staff that you hire. The staff is the program. The staff has to be non-traditional, flexible, willing to go with the students, to listen to the students, to behave and act with the students differently than "the kinds of teachers that these students have been used to".

Presentation by Carlos Guardiola
Youth Program Specialist
Bureau of Youth Employment and Training Services

We have been speaking about linkages and many people say that they do linkages in their city or town. But according to my definition that might not be true. I define linkage as a common goal shared by more than two agencies to achieve desired outcomes. However, I do believe that the linkages exists. I know they do in Stamford and Bridgeport, for example. I'm going to be talking about my experience with the Urban Youth Vocational Education Program in Stamford, Bridgeport, and to some extent, in New Haven. The Chamber of Commerce, Board of Education, local CETA Prime Sponsor, State Vocational Education, and that includes the Bureau of Youth Employment and Training, OPM, the Private Sector and in some cases CBO's have cooperated on these linkage efforts. I think that CBO's should be more involved in such a linkage.

Now let's just remember that the Urban Youth Programs' purpose is to train in and out-of-school youth for immediate and future employment. The Chamber of Commerce involvement includes four activities: to investigate the labor market needs; be a source for worksites; recommend and assist training program for LEA's, and act as liaison in every program. The last one, act as a liaison in every program, is happening in Bridgeport right now.

Bridgeport is running two in-school programs. They're running a banking program with two phases of nine weeks training and enroll 15 school youth per program. The first phase already finished with 14 participants and those 14 youth received academic credit. The second phase (15 participants) started last week and will end by June 30th. At the end, 29 in-school youth have received academic credit and there is a commitment that approximately 45 to 50% will get jobs. There are

different banks involved in the Bridgeport area. Vice Presidents and Managers from the different banks are giving the courses and it is a very interesting program. Bridgeport is also running a machine trades program. That's a quality program. Right now, Bridgeport Machine is training 11 youth for 24 weeks. There is a commitment that 90% of those 11 youth are going to be hired. There is one female in that group, and that's somewhat non-traditional. The LEA's responsibility in these linkages is to pre-screen the candidates; provide the academic instruction; develop and manage the worksite, provide physical and programmatic reports; award academic credits for work experience; operate programs; hire the instructors and provide GED for out-of-school participants.

Let me go now to Stamford. Here is a good example of linkage between CETA and LEA. Stamford is running a 40 slots program for both in-and out-of-school youth. They're running an auto mechanic program. They're running a word processing program for in-school and for out-of-school youth; they're running what we call the 180 day kids. Those are in-school kids who don't get along well in the regular school system, and they are potential dropouts. So in order to prevent them from dropping out we just transfer them for X amount of time to this alternate school and deal with their behavior and after 180 days go back to the regular school system. Also, Stamford has the limited English speaking program. This is also a good program. In-school kids are receiving academic credits for work experience. Stamford has 20 slots in-school and 20 slots out-of-school. The 20 in-school kids from Stamford are going to receive academic credit when the program ends. Bridgeport has also decided that all of the in-school participants are going to

receive academic credit. The Urban Youth Program is going to achieve the goals and objectives that they want. Why? Because we have required it. We have to tell LEA's and Prime Sponsors, in order to receive this amount of money to run vocational training programs, you must do this, this, and this. If you don't do it, then we're not going to be giving you money. And believe me, they will do it. They want the money. The Urban Youth Program is working. We specify we need 50% female, they better have 50% female. We specify we need 45% minorities, they better have 45% minorities, and they do have 45% minorities. If they don't have it in the area, they can't create it. But our research is accurate so that we are not going to be asking for something that we know they don't have. CETA is responsible to pay stipends to participants, and in some cases; provide counseling; determine eligibility criteria; do the tracking and job placement, etc. OPM and Vocational Education, as well as Bureau of Youth Employment and Training, have the responsibility to provide the money; evaluate the program in compliance with Federal regulations, and give the technical assistance for grant preparation and program operation. Private Sector responsibility in this linkage is to train the participant, and more important to OPM, make a commitment of jobs after training. In the Bridgeport area, that commitment is to provide at least 90% placement. What are the advantages of linkage efforts? In my personal opinion, I think that there is more comprehensive training for fewer dollars and no duplication of services. For example, if the Chamber of Commerce recommends running a banking program, you are going to be sure that no one in that area is running another banking program, so there is not going to be duplication of services.

Let me go back to the individual agency expertise. We all know that CETA is expert in eligibility, among other things. LEA's are the expert in education programs. The Chamber of Commerce and the Private Sector are experts in job development. OPM and the Division of Vocational Education have the overall technical assistance expertise.

To achieve effective linkage each of those various agencies can and should contribute to the development of youth work experience programs. With the contribution of the expertise of each of these agencies and close supervision by various state and local agencies, linkages will work and disadvantaged youth will be the beneficiary. Thank you.

Chapter V

Summary and Recommendations

Summary

"Encouraging Linkages Between CETA Youth Programs and Vocational Education in the State of Connecticut" was funded by the Connecticut State Department of Education to achieve three objectives:

1. To increase communication, coordination, and collaboration between the Comprehensive Employment and Training Act (CETA) system and Local Educational Agencies (LEA's) within Connecticut for the purpose of reducing youth unemployment through improved education and vocational skill development;

2. To establish cooperative efforts with Youth Employment and Demonstration Projects Act (Y.E.D.P.A.) projects between schools and CETA Prime Sponsors; and

3. To identify those factors that foster the development of innovative mechanisms for Vocational Education-CETA linkages.

Pursuant to these objectives five activities were initiated:

1. An education/CETA Task Force, comprised of representatives from CETA Prime Sponsors, Youth Employment and Training Programs (YETP), Local Education Agencies (LEA), and several State agencies, was formed to provide advice and guidance to the project;

2. Six regional workshops were held to describe the project to interested LEA and CETA staff and to discuss obstacles to successful linkage efforts with them;

3. The laws and regulations supporting LEA/CETA linkage efforts were reviewed and summarized, along with several exemplary linkage programs, in a publication entitled "LEA/CETA Partnerships: The Historical Context";

4. A survey was conducted of educators and CETA/Youth Employment and Training (YETP) staff regarding the adequacy of current linkage efforts and the importance to them of various potential obstacles; and

5. A one-day statewide conference was held for CETA/YETP and LEA staff to discuss vocational education and manpower initiatives, to describe the findings of the LEA/CETA survey, and to discuss ways of incorporating survey findings into existing programs.[1]

Previous chapters of this report have provided detailed information on the laws and regulations supporting cooperative efforts, the survey findings and the results of the one-day conference. This chapter provides recommendations which follow from these activities.

Recommendations

The first set of recommendations is based upon the discussions which took place at the LEA/CETA Task Force meetings, the six regional workshops and the survey of LEA and CETA groups. These recommendations are as follows:

- That CETA personnel make greater efforts to meet with all appropriate LEA staff;
- That CETA personnel make greater efforts to communicate the nature of CETA programs and services to LEA personnel, particularly persons other than the LEA school liaison/contact person;
- That the LEA school liaison/contact person make a concerted effort to communicate the nature and goals of CETA programs to other LEA administrators through workshops and written communication;
- That LEA administrative personnel other than the school liaison/contact person make a concerted attempt to learn about the nature and goals of the CETA program;
- That CETA personnel make greater efforts at providing feedback to LEA personnel regarding the progress of CETA enrollees;
- That CETA staff involve more LEA staff in the planning of career employment experiences and transition services for CETA enrollees; and
- That CETA and LEA personnel make greater efforts at coordinating CETA work experience activities with LEA educational programs.

[1] An evaluation of the conference by program participants is included as Appendix K.

The previous recommendations were drawn specifically from information collected in this project. As has been noted previously, LEA/CETA linkages will become a moot issue if CETA or some similar employment training legislation is not enacted. Without new employment training legislation, a tremendous challenge will be presented to America's public schools, since they are the only agency in a position to provide basic skills, vocational skills and job readiness training for millions of disadvantaged, undereducated and unemployed. It is clear that current public education efforts will be inadequate to meet the challenge. New ideas, new programs and new directions will be required.

Fortunately, during the period from 1978 to the present, the Office of Youth Programs, U.S. Department of Labor, has spent considerable efforts and money exploring issues related to school to work transition. A number of Office of Youth Programs research and demonstration projects have developed and refined strategies for facilitating school to work transition. The following recommendations focus on those specific activities which the staff of this project feel are particularly appropriate for public schools to emphasize.

- Schools must emphasize basic skills for disadvantaged youngsters while they are still in school;
- Schools should implement programs (e.g. life skills training, career education) which are designed to develop positive work attitudes among disadvantaged youth;
- Schools should provide occupational and labor market information to youth to facilitate career planning and decision-making;
- Schools should assist youth in developing job-search knowledge and skills;
- Vocational training in the higher skilled occupations that are in demand in local labor market areas should be provided by schools;

- Schools should expand in-school employment opportunities through Co-op and work study programs and provide students with academic credit for work experience; and

- Schools should increase their efforts to create linkages with private sector employers and unions to develop vocational exploration, preapprenticeship and apprenticeship programs.

Extensive research conducted by Office of Youth Programs contractors indicates that these recommended employment training strategies can be integrated into the curriculum of public schools, and if implemented, will have a positive effect on the school to work transition of disadvantaged youngsters.

In summary, all of the activities conducted as a part of this project, including the LEA/CETA task force, regional meetings, statewide survey and the one-day state-wide conference, have provided support for the concept that schools must be more assertive in seeking out linkages with other agencies. School programs have a greater impact on all youth when community resources are utilized in the conduct of Public education.

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Appendix A

LEA/CETA LINKAGE SURVEY

LEA Form

Directions. The questions which follow deal with various aspects of the cooperative educational efforts undertaken by Local Educational Agencies (LEA's) and Comprehensive Employment Training Act (CETA) programs. Please respond by checking the appropriate rating next to each question and by providing comments where required. Your responses will be treated anonymously. They will be reported on a group basis only.

Please complete the form within the next 7 days and return it in the envelope provided. Your assistance in this project is greatly appreciated.

1. What position do you hold in your school system? Please check one.

   _____Vocational Education Administrator/Contact Person

   _____Cooperative Work Education Coordinator

   _____Director of Pupil Personnel Services/Guidance

   _____Other (Please specify below)

   _____

2. What town do you work in?_____

3. Have CETA youth program personnel been to your school to meet with you or other staff members during the summer or fall of 1980?
   ___Yes ___No ___Don't Know

4. Have CETA youth program personnel been in your school to recruit students during the summer or fall of 1980?
   ___Yes ___No ___Don't Know

5. Have you been contacted directly by any CETA staff members for information, student referrals, etc. during the summer or fall of 1980?
   ___Yes ___No ___Don't Know

6. Have you received any information regarding the nature, goals and purposes of the CETA program during the summer or fall of 1980?
   ___Yes ___No ___Don't Know

   If you answered YES to question 6, please proceed with question 7. Otherwise proceed to question 8.

7. In what way(s) was this information conveyed to you?
   ___Mail ___Phone ___Personal Contact

8. Has the CETA staff shared with you information regarding the vocational/educational progress of student enrollees?
   ___Yes ___No ___Don't Know

   If you answered YES to question 8, please proceed with question 9. Otherwise proceed to question 10.

9. Has this information helped you or other school staff in working with these students?
   ___Yes ___No ___Don't Know

10. Is the CETA youth program operating in your district well organized?
    ___Yes ___No ___Don't Know

11. Were staff members from your school involved in the planning of career employment experiences and transition service components of CETA youth programs?
    ___Yes ___No ___Don't Know

12. Currently, many CETA enrollees are employed in public sector non-profit organizations. Do you believe the CETA program should be expanded to private, profit-making businesses/employers?
    ___Yes ___No ___No Opinion

13. Are the counselors employed by the CETA program directly accountable to your school system?
___Yes
___No
___Don't Know

If you answered YES to question 13, please proceed with question 14. Otherwise proceed to question 15.

14. Do the services offered by the CETA counselor(s) serving your school go beyond those normally available in your school(s)?
___Yes, Most of the Time
___Yes, Sometimes
___No
___Don't Know

15. Do you believe that the CETA counselor(s) serving your school should be directly accountable to your school system?
___Yes
___No
___No Opinion

16. How frequently are the work experience activities offered to students in CETA programs coordinated with the educational programs of these students?
___Always
___Frequently
___Sometimes
___Rarely

17. How frequently are the career employment experiences offered to CETA youth approved as relevant to their current educational programs by a person who is employed by your school system?
___Always
___Frequently
___Sometimes
___Rarely

18. Do you believe students should get academic credit for their participation in a CETA program (e.g., YETP)?
___Yes
___No
___No Opinion

19. CETA youth programs provide work experience, counseling and other ancillary experiences to enrollees. Do you think these activities are effective in helping CETA enrollees overcome barriers to employment?
___Yes
___No
___No Opinion

If you answered NO to question 19, please comment why not. Otherwise proceed to question 20.

20. Listed below are some areas in which cooperation between LEA and CETA programs could take place. Based upon your experience please indicate if this cooperation is present.

a. Referral of students by the LEA's to CETA programs.
___Yes
___No
___Don't Know

b. Availability of referred students' records to CETA staff.
___Yes
___No
___Don't Know

c. Award of academic credit for CETA youth program participation by LEA's.
___Yes
___No
___Don't Know

d. LEA receptivity to CETA youth program goals.
___Yes
___No
___Don't Know

e. Contact between school and CETA staff.
___Yes
___No
___Don't Know

f. Provision by the LEA of supplemental instructional support to CETA youth (e.g., academic tutoring).
___Yes
___No
___Don't Know

g. Availability of school facilities for CETA program activities (e.g., industrial arts shop).
___Yes
___No
___Don't Know

h. Availability of school facilities, if requested, for meetings.

___Yes
___No
___Don't Know

21. Overall, how would you characterize the coordination between CETA and your school (s)?

___Excellent
___Good
___Fair
___Poor

22. If you answered *Fair* or *Poor* to question 21, please indicate why. If you answered *Excellent* or *Good*, please describe some techniques you used to facilitate effective coordination.

23. Do you believe CETA enrollees would be better served if local schools had complete control over the operation of CETA in-school youth programs?

___Yes
___No
___No Opinion

24. Please describe the approaches your program uses to improve the accessibility of CETA services to women, minorities and the handicapped.

25. A number of obstacles to effective linkages between CETA and LEA programs have been identified in the literature. The following list presents several of these obstacles. Based upon your past experience with a LEA program, please rate the obstacles with respect to their importance in *hindering effective LEA/CETA linkage efforts.* Circle the appropriate rating using the scale below.

1 = Unimportant
2 = Moderately Important
3 = Important
4 = Very Important

OBSTACLES	RATING
a. Mismatch of fiscal year. (CETA, October 1 to September 30; LEA, July 1 to June 30).	1 2 3 4
b. Award of academic credit	1 2 3 4
c. Length of the school day	1 2 3 4
d. Fixed schedule of school classes and activities	1 2 3 4
e. Credentialing of CETA staff	1 2 3 4
f. School personnel's negative experiences with similar CETA programs.	1 2 3 4
g. Accelerated and patchwork planning in CETA programs	1 2 3 4
h. Uncertainties over funding levels and/or reauthorization of CETA legislation.	1 2 3 4
i. Shifts in CETA program priorities and regulations.	1 2 3 4
j. Differences in program accountability (i.e., LEA programs are primarily accountable to local boards of education while CETA programs are accountable to other local authorities and/or state and regional labor departments.)	1 2 3 4

26. In addition to the obstacles to linkages presented in question 25, are there any other obstacles you have experienced in developing cooperation between CETA and LEA programs?

27. Please describe in detail any innovative approaches your program has used to overcome the obstacles listed in question 25 or mentioned by you in question 26 above.

28. Do you have any final comments or recommendations regarding developing effective LEA/CETA linkages?

Thank you for your assistance. Please return in the envelope provided to:

Robert K. Gable
Bureau of Educational Research
U-4, University of Connecticut
Storrs, Connecticut 06268

LEA/CETA LINKAGE SURVEY

CETA Form

Directions. The questions which follow deal with various aspects of the cooperative educational efforts undertaken by Local Educational Agencies (LEA's) and Comprehensive Employment Training Act (CETA) programs. Please respond by checking the appropriate rating next to each question and by providing comments where required. Your responses will be treated anonymously. They will be reported on a group basis only.

Please complete the form within the next 7 days and return it in the envelope provided. Your assistance in this project is greatly appreciated.

1. What is your position/title?_____

2. What town do you work in?_____

3. What agency do you work for?_____

4. Do the services offered by CETA counselor(s) working in the schools go beyond those normally available in the school(s)?
   - ___Yes, Most of the Time
   - ___Yes, Sometimes
   - ___No
   - ___Don't Know

5. How frequently are the work experience activities offered to students in CETA programs coordinated with educational programs of these students?
   - ___Always
   - ___Frequently
   - ___Sometimes
   - ___Rarely

6. How frequently are the career employment experiences offered to CETA youth approved as relevant to current educational programs by a person who is employed by the school system?
   - ___Always
   - ___Frequently
   - ___Sometimes
   - ___Rarely

7. Listed below are some areas in which cooperation between LEA and CETA programs could take place. Based upon your experience, please indicate if this cooperation is present.

   a. Referral of students by the LEA's to CETA programs.
      - ___Yes
      - ___No
      - ___Don't Know

   b. Availability of referred students' records to CETA staff.
      - ___Yes
      - ___No
      - ___Don't Know

   c. Award of academic credit for CETA youth program participation by LEA's.
      - ___Yes
      - ___No
      - ___Don't Know

   d. LEA receptivity to CETA youth program goals.
      - ___Yes
      - ___No
      - ___Don't Know

   e. Contact between school and CETA staff.
      - ___Yes
      - ___No
      - ___Don't Know

   f. Provision by the LEA of supplemental instructional support to CETA youth (e.g., academic tutoring).
      - ___Yes
      - ___No
      - ___Don't Know

   g. Availability of school facilities for CETA program activities (e.g., industrial arts shop).
      - ___Yes
      - ___No
      - ___Don't Know

   h. Availability of school facilities, if requested, for meetings.
      - ___Yes
      - ___No
      - ___Don't Know

8. In your opinion, do LEA personnel feel threatened by services offered by CETA youth programs?

___Yes
___No
___Don't Know

9. If you answered YES to question 8, please comment why. Otherwise proceed to question 10.

10. Overall, with how many LEA's have you been able to develop effective coordination during the 1980-81 school year?

___All LEA's
___Most LEA's
___Some LEA's
___No LEA's

11. If you answered *Some LEA's* or *No LEA's* for question 10, please comment why coordination wasn't good. If you answered *Most LEA's* or *All LEA's*, please describe some techniques you used to facilitate effective coordination and identify the LEA's involved.

12. Please describe the approaches your program uses to improve the accessibility of CETA services to women, minorities and the handicapped.

13. A number of obstacles to effective linkages between CETA and LEA programs have been identified in the literature. The following list presents several of these obstacles. Based upon your past experience with a CETA program, please rate the obstacles with respect to their importance in *hindering effective LEA/CETA linkage efforts.* Circle the appropriate rating using the scale below.

1 = Unimportant
2 = Moderately Important
3 = Important
4 = Very Important

OBSTACLES	RATING
a. Mismatch of fiscal year. (CETA, October 1 to September 30; LEA, July 1 to June 30).	1 2 3 4
b. Award of academic credit.	1 2 3 4
c. Length of the school day.	1 2 3 4
d. Fixed schedule of school classes and activities.	1 2 3 4
e. Credentialing of CETA staff.	1 2 3 4
f. School personnel's negative experiences with similar CETA programs.	1 2 3 4

g. Accelerated and patchwork planning in CETA programs. 1 2 3 4

h. Uncertainties over funding levels and/or reauthorization of CETA legislation. 1 2 3 4

i. Shifts in CETA program priorities and regulations. 1 2 3 4

j. Diferences in program accountability. (i.e., LEA programs are primarily accountable to local boards of education while CETA programs are accountable to other local authorities and/or state and regional labor departments.) 1 2 3 4

14. In addition to the obstacles to linkages presented above, are there any other obstacles you have experienced in developing cooperation between CETA and LEA programs?

15. Please describe in detail any innovative approaches your program has used to overcome the obstacles listed in question 13 or mentioned by you in question 14 above.

16. Do you have any final comments or recommendations regarding developing effective LEA/CETA linkages?

Thank you for your assistance. Please return in the envelope provided to:

Robert K. Gable
Bureau of Educational Research
U-4, University of Connecticut
Storrs, Connecticut 06268

Appendix B

LEA Perceptions of CETA Linkage Initiatives
Grouped by Size of Community[1]

	Question		Large City	Fringe/Med. City	Suburban	Rural	Total
3.	Have CETA youth program personnel been to your school to meet with you or other staff members during the summer or fall of 1980?	Yes	64	55	72	77	64
		No	32	37	18	23	28
		Don't Know	4	8	10	0	8
4.	Have CETA youth program personnel been in your school to recruit students during the summer or fall of 1980?	Yes	54	58	66	77	62
		No	21	24	24	23	24
		Don't know	25	18	10	0	14
5.	Have you been contacted directly by any CETA staff members for information, student referrals, etc. during the summer or fall of 1980?	Yes	36	53	68	65	57
		No	60	45	32	35	41
		Don't Know	4	2	0	0	2
6.	Have you received any information regarding the nature, goals and purposes of the CETA program during the summer or fall of 1980?	Yes	52	42	65	66	54
		No	48	57	29	28	43
		Don't Know	0	1	6	6	3
7.	In what way(s) was this information conveyed to you?	Mail	46	43	36	50	41
		Phone	0	14	21	0	14
		Personal Contact	54	43	43	50	45
8.	Has the CETA staff shared with you information regarding the vocational/educational progress of student enrollees?	Yes	28	30	43	56	37
		No	72	65	55	44	60
		Don't Know	0	5	2	0	3
9.	Has this information helped you or other school staff in working with these students?	Yes	100	65	74	91	75
		No	0	21	14	0	14
		Don't Know	0	14	12	9	11

[1]Table entries represent percents.

Appendix C

LEA Perceptions of CETA Program Organization, Planning, and Operations
Grouped by Size of Community[1]

	Question		Size of Community: Large City	Med/Fringe City	Suburban	Rural	Total
10.	Is the CETA youth program operating in your district well organized?	Yes	38	35	54	53	44
		No	8	18	12	6	13
		Don't Know	54	47	34	41	43
11.	Were staff members from your school involved in the planning of career employment experiences and transition service components of CETA youth programs?	Yes	48	29	48	38	39
		No	32	49	24	62	39
		Don't Know	20	22	28	0	22
12.	Currently, many CETA enrollees are employed in public sector non-profit organizations. Do you believe the CETA program should be expanded to private, profit-making business/employers?	Yes	44	43	56	82	51
		No	40	48	31	12	37
		No Opinion	16	9	13	6	12
13.	Are the counselors employed by the CETA program directly accountable to your school system?	Yes	12	12	16	12	13
		No	60	53	57	65	57
		Don't Know	28	35	27	23	30
14.	Do the services offered by the CETA counselor(s) serving your school go beyond those normally available in your school(s)?	Yes, Most of the	20	12	21	0	16
		Yes, Sometimes	40	24	29	86	34
		No	20	48	43	14	39
		Don't Know	20	16	7	0	11
15.	Do you believe that the CETA counselor(s)	Yes	60	65	28	44	50
		No	20	17	44	44	29
		No Opinion	20	18	28	12	21
16.	How frequently are the work experience activities offered to students in CETA programs coordinated with the educational programs of these students?	Always	0	8	3	7	5
		Frequently	32	9	35	20	23
		Sometimes	32	40	40	47	39
		Rarely	36	43	22	26	33
17.	How frequently are the career employment experiences offered to CETA youth approved as relevant to their current educational pro-programs by a person who is employed by your school system?	Always	14	6	8	13	9
		Frequently	19	11	30	7	19
		Sometimes	48	31	37	40	36
		Rarely	19	52	25	40	36
18.	Do you believe students should get academic credit for their participation in a CETA program (e.g., YETP)?	Yes	56	48	54	63	53
		No	36	41	35	25	37
		No Opinion	8	11	11	12	10
19.	CETA youth programs provide work experience, counseling and other ancillary experiences to enrollees. Do you think these activities are effective in helping CETA enrollees overcome barriers to employment?	Yes	52	56	65	75	60
		No	4	19	12	13	14
		No Opinion	44	25	23	12	26
23.	Do you believe CETA enrollees would be better served if local schools had complete control over the operation of CETA in-school youth programs?	Yes	48	45	44	31	44
		No	32	24	37	50	32
		No Opinion	20	31	19	19	24

[1]Table entries represent percents.

Appendix D

CETA Perceptions for Current LEA/CETA Linkage Efforts
Grouped by Prime Sponsors[1]

Question		Prime Sponsors: New Haven	Waterbury	Hartford	Stamford	Bridgeport	BOS	Total
Listed below are some areas in which cooperation between LEA and CETA programs could take place. Based upon your experience, please indicate if this cooperation is present.								
a. Referral of students by the LEA's to CETA programs.	Yes	100	100	100	100	67	88	89
	No	0	0	0	0	0	4	2
	Don't Know	0	0	0	0	33	8	9
b. Availability of referred students' records to CETA staff.	Yes	100	67	100	68	80	73	77
	No	0	33	0	32	0	15	14
	Don't Know	0	0	0	0	20	12	9
c. Award of academic credit for CETA youth program participation by LEA's.	Yes	100	100	100	100	100	71	84
	No	0	0	0	0	0	21	12
	Don't Know	0	0	0	0	0	8	4
d. LEA receptivity to CETA youth program goals.	Yes	100	100	100	100	100	85	91
	No	0	0	0	0	00	0	0
	Don't Know	0	0	0	0	0	15	9
e. Contact between school and CETA staff.	Yes	100	100	100	100	83	100	98
	No	0	0	0	0	17	0	0
	Don't Know	0	0	0	0	0	0	2
f. Provision by the LEA of supplemental instructional support to CETA youth (e.g., academic tutoring).	Yes	50	34	100	67	67	40	48
	No	50	33	0	33	17	40	36
	Don't Know	0	33	0	0	16	20	16
g. Availability of school facilities for CETA program activities (e.g., industrial arts shop).	Yes	100	100	100	67	40	58	66
	No	0	0	0	0	40	31	23
	Don't Know	0	0	0	33	20	11	11
h. Availability of school facilities, if requested, for meetings.	Yes	100	100	100	67	83	88	89
	No	0	0	0	0	0	4	2
	Don't Know	0	0	0	33	17	8	9

[1]Table entries represent percents.

Appendix E

LEA Perceptions of Current LEA/CETA Linkage Efforts
Grouped by Prime Sponsors[1]

Areas of Cooperation		Prime Sponsors						
		New Haven	Waterbury	Hartford	Stamford	Bridgeport	BOS	Total
Listed below are some areas in which cooperation between LEA and CETA programs could take place. Based upon your experience, please indicate if this cooperation is present.								
a. Referral of students by the LEA's to CETA Programs	Yes	50	50	72	50	56	71	67
	No	25	0	8	13	25	9	11
	Don't Know	25	50	20	37	19	20	22
b. Availability of referred students' records to CETA staff.	Yes	38	67	55	63	44	62	57
	No	8	0	17	25	31	14	16
	Don't Know	54	33	28	12	25	24	27
c. Award of academic credit for CETA youth program participation by LEAs.	Yes	39	50	41	62	44	33	37
	No	38	0	38	25	37	46	42
	Don't Know	23	50	21	13	19	21	21
d. LEA receptivity to CETA youth program goals.	Yes	38	67	78	63	40	66	64
	No	8	0	8	0	7	3	6
	Don't Know	54	33	14	37	53	29	30
e. Contact between school and CETA staff.	Yes	46	75	56	75	44	77	68
	No	31	0	26	13	31	8	15
	Don't Know	23	25	18	12	25	15	17
f. Provision by the LEA of supplemental instructional support to CETA youth (e.g., academic tutoring).	Yes	15	50	53	38	25	37	38
	No	54	0	14	12	56	29	29
	Don't Know	31	50	33	50	19	34	33
g. Availability of school facilities for CETA program activities (e.g., industrial arts shop).	Yes	46	50	40	50	31	46	44
	No	23	0	26	13	56	24	26
	Don't Know	31	50	34	37	13	30	30
h. Availability of school facilities, if requested, for meetings.	Yes	69	75	83	75	56	79	77
	No	0	0	0	0	0	2	1
	Don't Know	31	25	17	25	44	19	22

[1] Table entries represent percents.

Appendix F

LEA Perceptions of Current LEA/CETA Linkage Efforts
Grouped by Size of Community[1]

Question		Size of Community: Large City	Med/Fringe City	Suburban	Rural	Total
Listed below are some areas in which cooperation between LEA and CETA programs could take place. Based upon your experience please indicate if this cooperation is present.						
a. Referral of students by the LEA's to CETA programs.	Yes	63	56	79	82	67
	No	12	17	4	6	11
	Don't Know	25	27	17	12	22
b. Award of academic credit CETA youth program participation by LEA's.	Yes	62	46	71	56	57
	No	17	19	10	19	16
	Don't Know	21	35	19	25	27
c. Award of academic credit for CETA youth program participation by LEA's.	Yes	63	26	40	47	37
	No	12	51	42	35	42
	Don't Know	25	23	18	18	21
d. LEA receptivity to CETA youth program goals.	Yes	50	56	77	71	64
	No	4	7	6	0	6
	Don't Know	46	37	17	29	30
e. Contact between school and CETA staff.	Yes	63	54	83	88	68
	No	12	27	4	0	15
	Don't Know	25	19	13	12	17
f. Provision by the LEA of supplemental instructional support to CETA youth (e.g., academic tutoring).	Yes	46	31	45	31	38
	No	25	35	20	44	29
	Don't Know	29	34	35	25	33
g. Availability of school facilities for CETA program activities (e.g., industrial arts shop).	Yes	67	34	50	35	44
	No	17	32	21	35	26
	Don't Know	16	34	29	30	30
h. Availability of school facilities, if requested, for meetings.	Yes	79	74	83	63	77
	No	0	1	0	6	1
	Don't Know	21	25	17	31	22

[1]Table entries represent percents.

Appendix G

LEA and CETA Perceptions of Obstacles to Effective Linkage Efforts[1]

Obstacle	LEA Prime Rank	LEA Prime Mean	LEA BOS Rank	LEA BOS Mean	LEA Total Rank	LEA Total Mean	CETA Prime Rank	CETA Prime Mean	CETA BOS Rank	CETA BOS Mean	CETA Total Rank	CETA Total Mean
a. Mismatch of fiscal year. (CETA, October 1 to September 30; LEA, July 1 to June 30).	(9)	2.14	(9)	1.97	(9)	2.03	(7)	2.39	(8.5)	2.12	(8)	2.23
b. Award of academic credit.	(8)	2.20	(8)	2.06	(8)	2.11	(8)	2.33	(3)	2.76	(6)	2.58
c. Length of the school day.	(10)	1.92	(10)	1.88	(10)	1.90	(10)	1.94	(10)	1.68	(10)	1.78
d. Fixed schedule of school classes and activities.	(7)	2.33	(7)	2.28	(7)	2.30	(9)	2.11	(7)	2.24	(9)	2.19
e. Credentialing of CETA staff.	(4)	3.20	(5)	2.51	(4)	2.77	(5)	2.94	(8.5)	2.12	(7)	2.47
f. School personnel's negative experiences with similar CETA programs.	(6)	2.59	(6)	2.42	(6)	2.49	(6)	2.83	(4)	2.64	(5)	2.72
g. Accelerated and patchwork planning in CETA programs.	(3)	3.21	(3)	2.74	(3)	2.91	(3)	3.35	(5)	2.60	(3)	2.93
h. Uncertainties over funding levels and/or reauthorization of CETA legislation.	(1)	3.45	(1)	3.21	(1)	3.30	(1)	3.67	(1)	3.24	(1)	3.42
i. Shifts in CETA program priorities and regulations.	(2)	3.29	(2)	3.04	(2)	3.13	(2)	3.56	(2)	2.96	(2)	3.21
j. Differences in program accountability, (i.e., LEA programs are primarily accountable to local boards of education while CETA programs are accountable to other local authorities and/or state and regional labor departments.)	(5)	2.89	(4)	2.65	(5)	2.74	(4)	3.00	(5)	2.54	(4)	2.74

[1]Table numbers represent means for a scale which ranged from 1 = unimportant to 4 = very important. Numbers in the parentheses represent rankings of the means within each group.

Appendix H

CETA Perceptions of
Obstacles to Effective Linkage Efforts
Grouped by Prime Sponsors[1]

Obstacles		Prime Sponsors						
		New Haven	Waterbury	Hartford	Stamford	Bridgeport	BOS	Total
a. Mismatch of fiscal year. (CETA, October 1 to September 30; Lea, July 1 to June 30).	Unimportant	17	0	0	33	50	40	35
	Moderately Important	0	50	0	34	17	24	21
	Important	66	50	100	33	16	20	30
	Very Important	17	0	0	0	17	16	14
b. Award of Academic credit.	Unimportant	50	0	100	33	0	20	23
	Moderately Important	0	50	0	34	50	16	21
	Important	33	50	0	33	17	32	30
	Very Important	17	0	0	0	33	32	26
c. Length of the school day.	Unimportant	40	50	100	0	17	56	45
	Moderately Important	40	50	0	67	66	28	38
	Important	20	0	0	33	0	8	10
	Very Important	0	0	0	0	17	8	7
d. Fixed schedule of school classes and activities.	Unimportant	17	50	100	0	17	32	28
	Moderately Important	50	50	0	33	66	28	37
	Important	33	0	0	67	0	24	23
	Very Important	0	0	0	0	17	16	12
e. Credentialing of CETA staff.	Unimportant	0	0	100	0	17	44	30
	Moderately Important	17	50	0	0	33	16	19
	Important	50	0	0	33	17	24	25
	Very Important	33	50	0	67	33	16	26
f. School personnel's negative experiences with similar CETA programs.	Unimportant	0	0	100	0	0	12	9
	Moderately Important	50	50	0	33	17	40	37
	Important	33	0	0	34	50	20	26
	Very Important	17	50	0	33	33	28	28
g. Accelerated and patchwork planning in CETA programs.	Unimportant	0	0	0	0	0	22	13
	Moderately Important	17	0	100	0	20	13	15
	Important	16	100	0	33	20	48	40
	Very Important	67	0	0	67	60	17	32
h. Uncertainties over funding levels and/or reauthorization of CETA legislation.	Unimportant	0	0	0	0	0	4	2
	Moderately Important	0	0	0	0	17	20	14
	Important	17	50	0	67	0	24	23
	Very Important	83	50	100	33	83	52	61
i. Shifts in CETA program priorities and regulations.	Unimportant	0	0	0	0	0	12	7
	Moderately Important	0	0	0	0	0	16	9
	Important	33	50	100	33	50	36	40
	Very Important	67	50	0	67	50	36	44
j. Differences in program accountability (i.e., LEA programs are primarily accountable to local boards of education while CETA programs are accountable to other local authorities and/or state and regional labor departments).	Unimportant	0	0	100	0	17	17	14
	Moderately Important	17	50	0	0	16	33	26
	Important	33	50	0	67	17	29	31
	Very Important	50	0	0	33	50	21	29

[1]Table entries represent percents.

Appendix I

LEA Perceptions of
Obstacles to Effective LEA/CETA Linkage Efforts
Grouped by Prime Sponsors[1]

Obstacles		Prime Sponsors						
		New Haven	Waterbury	Hartford	Stamford	Bridgeport	BOS	Total
a. Mismatch of fiscal year. (CETA, October 1 to September 30; LEA July 1 to June 30).	Unimportant	9	0	26	14	0	10	12
	Moderately Important	9	67	26	43	15	18	20
	Important	18	33	16	14	23	32	27
	Very Important	64	0	32	29	62	40	41
b. Award of academic credit	Unimportant	30	0	17	28	13	13	15
	Moderately Important	10	67	16	14	27	22	21
	Important	40	33	27	29	7	24	25
	Very Important	20	0	40	29	53	41	39
c. Length of the school day	Unimportant	20	0	10	14	7	5	7
	Moderately Important	20	67	10	29	22	23	22
	Important	40	0	23	0	21	26	24
	Very Important	20	33	57	57	50	46	47
d. Fixed schedule of school classes and activities.	Unimportant	30	0	26	28	0	12	15
	Moderately Important	30	67	16	29	33	35	32
	Important	20	0	29	14	20	22	22
	Very Important	20	33	29	29	47	31	31
e. Credentialing of CETA staff.	Unimportant	70	67	52	72	36	24	35
	Moderately Important	10	33	22	14	36	28	26
	Important	10	0	16	14	7	23	19
	Very Important	10	0	10	0	21	25	20
f. School personnel's negative experiences with similar CETA programs.	Unimportant	37	33	29	29	21	18	22
	Moderately Important	38	34	16	28	43	30	29
	Important	12	0	26	29	7	28	25
	Very Important	13	33	29	14	29	24	24
g. Accelerated and patchwork planning in CETA programs.	Unimportant	50	67	53	43	40	27	35
	Moderately Important	37	33	33	29	27	32	32
	Important	13	0	7	14	13	28	21
	Very Important	0	0	7	14	20	13	12
h. Uncertainties over funding levels and/or reauthorization of CETA legislation.	Unimportant	67	33	64	43	93	54	59
	Moderately Important	22	67	23	14	7	21	20
	Important	0	0	3	14	0	17	12
	Very Important	11	0	10	29	0	8	9
i. Shifts in CETA program priorities and regulations.	Unimportant	78	0	53	14	57	42	48
	Moderately Important	11	33	33	43	22	29	29
	Important	0	67	10	29	14	20	17
	Very Important	11	0	4	14	7	9	8
j. Differences in program accountability (i.e., LEA programs are primarily accountable to local boards of education while CETA programs are accountable to other local authorities and/or state and regional labor departments).	Unimportant	50	0	39	14	23	28	30
	Moderately Important	40	100	29	57	46	30	34
	Important	0	0	19	0	0	22	17
	Very Important	10	0	13	29	31	20	19

[1]Table entries represent percents.

Appendix J

LEA Perceptions of the
Obstacles to Effective LEA/CETA Linkage Efforts
Grouped by Size of Community[1]

Obstacles		Size of Community: Large City	Med/Fringe City	Suburban	Rural	Total
a. Mismatch of fiscal year. (CETA, October 1 to September 30; LEA, July 1 to June 30).	Unimportant	0	16	11	12	12
	Moderately Important	27	25	15	12	20
	Important	27	23	31	29	27
	Very Important	46	36	43	47	41
b. Award of academic credit	Unimportant	13	25	8	0	15
	Moderately Important	30	19	18	29	21
	Important	13	26	27	24	25
	Very Important	44	30	47	47	39
c. Length of the school day	Unimportant	9	10	5	6	8
	Moderately Important	23	22	16	35	21
	Important	14	28	26	18	24
	Very Important	54	40	53	41	47
d. Fixed schedule of school classes and activities	Unimportant	9	18	11	24	15
	Moderately Important	35	30	30	41	32
	Important	26	26	21	6	22
	Very Important	30	26	38	29	31
e. Credentialing of CETA staff	Unimportant	52	44	23	20	35
	Moderately Important	13	32	28	13	26
	Important	22	12	21	33	19
	Very Important	13	12	28	34	20
f. School personnel's negative experiences with similar CETA programs.	Unimportant	22	34	11	13	22
	Moderately Important	35	31	24	29	29
	Important	17	18	34	29	25
	Very Important	26	17	31	29	24
g. Accelerated and patchwork planning in CETA programs	Unimportant	52	45	21	25	35
	Moderately Important	22	33	36	25	32
	Important	17	13	28	31	21
	Very Important	9	9	15	19	12
h. Uncertainties over funding levels and/or reauthorization of CETA legislation.	Unimportant	44	65	64	38	59
	Moderately Important	39	18	13	31	20
	Important	13	11	13	6	12
	Very Important	4	6	10	25	9
i. Shifts in CETA programs priorities and regulations.	Unimportant	52	51	39	38	46
	Moderately Important	22	31	38	6	29
	Important	22	14	15	25	17
	Very Important	4	4	8	31	8
j. Differences in program accountability (i.e., LEA programs are primarily accountable to local boards of education while CETA programs are accountable to other local authorities and/or state and regional labor departments).	Unimportant	18	43	23	12	30
	Moderately Important	41	31	36	30	34
	Important	23	14	16	29	17
	Very Important	18	12	25	29	19

[1]Table entries represent percents.